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**A Process Evaluation of the City of Cape Town Business
Support Voucher Programme.**

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**A dissertation submitted in partial fulfillment of the requirements for the award of
the Degree of Master of Commerce in Organisational Psychology**

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COMPULSORY DECLARATION:

This work has not been previously submitted in whole, or in part, for the award of any degree. It is my own work. Each significant contribution to, and quotation in, this dissertation from the work, or works of other people has been attributed, and has been cited and referenced.

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ABSTRACT

This dissertation focuses on a process evaluation of the City of Cape Town (CoCT) Business Support Voucher Programme (BSVP) which assessed whether this programme was implemented as intended. The BSVP aims to provide access to quality business support services and products to entrepreneurs in order to empower them to develop and grow their businesses. The target beneficiaries of the BSVP are the over 35 year old age group (including women, youth and the disabled) who are potential or start-up entrepreneurs or who own/run existing small businesses. A service utilisation flow chart was used to review the services provided by the allocating agents and the business development service providers. Data providers included the project sponsors, the implementation agent, the allocating agents and a convenience sample of beneficiaries and service providers. Additional materials used included check lists during site visits and a review of records. The findings suggested that whilst the programme was largely implemented as planned, there could be improvements to the definition of the programme targets, the consistency of the implementation across the programme and putting monitoring and reporting systems in place. The dissertation includes selected recommendations for implementation improvement, sustainability and future outcomes and impacts.

Opinions expressed and conclusions arrived at, are those of the author and should not be attributed to the City of Cape Town or any of the organisations or individuals involved in the City of Cape Town Business Support Voucher Programme.

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GLOSSARY

AA	Allocating Agent
BSP	Business Support Policy
BSVP	Business Support Voucher Programme
CASIDRA	The Cape Agency for Sustainable Integrated Development in Rural Areas
city	The place or geographical area of Cape Town
City	City of Cape Town Municipality
CoCT	City of Cape Town
EHD	Economic and Human Development Department
EHDS	Economic and Human Development Strategy
IA	Implementing Agent
IDP	Integrated Development Programmes
MOU	Memorandum of Understanding
NGO	Non-Governmental Organisation
PGWC	Provincial Government of the Western Cape
RED Door	Real Enterprise Development Initiative (RED)
SLA	Service Level Agreement
SMME	Small Medium Micro Enterprise
SP	Service Provider/s
UYF	Umsobomvu Youth Fund

CHAPTER ONE

THE CITY OF CAPE TOWN BUSINESS SUPPORT VOUCHER PROGRAMME

The purpose of this introduction is to provide background information and a full description of the City of Cape Town (CoCT) Business Support Voucher Programme (BSVP) in order to develop a context and framework for the evaluation of the programme.

The background to the BSVP is presented, followed by a description of the programme, its aims, target beneficiaries, stakeholders and services. In order to develop an understanding of the theory behind the voucher programme, a logic model is presented. A short review of the readiness of the programme for evaluation precedes the last section of the introduction in which three main evaluation questions are posed. All of the elements form a useful and full introduction to the CoCT BSVP.

Background

The role of small businesses, also known as Small, Medium and Micro Enterprises (SMMEs) in an economy, especially a developing economy such as South Africa, is considered to be significant and strategic. The main reasons for this are that they are sources of employment for less skilled workers and contribute to economic growth (Rogerson, 2006). SMMEs in South Africa are estimated to account for approximately 38% of production and 71% of jobs (Kauffmann, 2005).

SMMEs face a wide range of constraints and challenges. A number of countries, including South Africa, have developed small business policies and strategies to guide and inform SMME development programmes and address some of the challenges faced by SMMEs. In the main, these development

programmes are aimed at assisting the development and upgrading of the SMME economy and entrepreneurship development.

In addition, recent reports on SMMEs in South Africa by Africa Response (2006), the University of Cape Town Graduate School of Business (2006) and the World Bank (2007), highlighted that although the role of small business is recognised as important, SMMEs have been poorly monitored and understood to be effectively managed and developed. As Africa Response (2006) noted "...insufficient information and understanding [of SMMEs] means that servicing, assisting and measuring this sector of the economy is a virtual impossibility" (p.8).

Within this national context, the CoCT (a local government public sector organisation) has a Business Support Policy (BSP) which aims to provide support for, and facilitate the development of businesses in Cape Town. Small businesses comprise the majority of business types, make a significant contribution to the local economy and provide employment for a large portion of the city's population (CoCT, 2003). In 2003, small businesses in Cape Town contributed 50% of the total economic output and 40% of the formal employment (CoCT).

One of the problems that the city and national economy faces is the high failure rate of small businesses (Africa Response, 2006; Brand, du Preez and Schutte, 2007; World Bank, 2007). The current estimate is that the failure rate of small businesses in South Africa ranges between 60% to 80% (Standard Bank, 2007). The result of this relatively high failure rate is that this component of the business sector does not grow and develop optimally, which ultimately impacts negatively on the city's economic growth and job creation. Brand et al. (2007) and the World Bank (2007) identified the main impediments to small business development and survival as lack of access to finance, infrastructure and business skills. The lack of exposure to good business processes and development practices is one of the contributing

factors which lead to many businesses failing, especially within their first two years (CoCT, 2003). For example, many small businesses in their early phases do not have business plans and knowledge of the supply, distribution and marketing processes which enable customer or supplier interaction (Brand et al. 2007; CoCT, 2003; Rogerson, 2006; World Bank, 2007).

Many entrepreneurs or emerging small business owners are not aware of the business support services that are available to assist and guide them through the various aspects and phases of more formal business development. The challenge of developing a new business or growing a business is particularly difficult for women, the disabled and those not close to urban or central business areas.

One of the CoCT's BSP strategies is to ensure the provision of business development services, including training and counselling. The business development services are designed to enable SMMEs to start up, run efficiently and mature, and are particularly targeted at emerging entrepreneurs.

The CoCT BSVP is an example of a business development service that is provided to both potential and existing entrepreneurs through the issuing of vouchers. There are four different types of voucher, namely, feasibility study, business plan, health check and mentoring.

The client applies for a voucher and after being assessed and if matched to criteria, is issued with a BSVP voucher. Once the client has paid a deposit of ten percent of the voucher, the voucher can then be used by the client as payment for the defined service by a selected and accredited BSVP service provider. On completion of the small business development service, the product is signed off and the service provider submits the voucher for payment. Particular emphasis is placed on providing assistance to

entrepreneurs to support them to develop their own business skills and use business tools in order to grow their businesses.

The BSVP was developed in 2005 and implemented in January 2006. The CoCT and the stakeholders in the programme would like to review and assess the programme progress to date in terms of the programme's stated aims and the implementation thereof. This is important as one of the key requirements for an implementation evaluation is that the evaluation results will be used and the stakeholders are willing to implement any suggested changes to the programme (Cloete, 2006 a & b; Herman, Morris & Fitz-Gibbon, 1987; Lipsey, 2007; McDavid & Hawthorn, 2006; Rabie, 2007).

A process or implementation evaluation of the programme will assist and inform the refinement and development of the programme itself, influence the service offerings and other business support initiatives, as well as inform the implementation of the CoCT BSP.

Description of the COCT BSVP

The CoCT conceived of and developed the BSVP, in partnership with a range of stakeholders in 2004 and 2005. A Management and Operational Plan to govern and effect the implementation programme was set in place in 2005 and after a set-up and start-up phase, the programme started to deliver services in January 2006, with the first voucher issued in April 2006 (CoCT, 2005; Siganda, 2007).

The following sections provide an outline of the aims and target groups of the programme, as well as the partnerships and stakeholders involved. The BSVP services and activities are described using a service utilisation framework (Rossi, Lipsey & Freeman, 2004).

It is positive that the potential BSVP targets are identified in the BSVP reports as this can be used to review who is actually benefiting from the programme. However, when examining these target beneficiaries, one could note that they are a mixture of both measurable variables (age, women, youth) and immeasurable concepts (potential entrepreneurs, start-up entrepreneurs, existing businesses).

Stakeholders, services and process, and records

The BSVP is implemented through a range of complex management and operational partnerships and procedures and includes a number of role players. The key role players and their main role and responsibilities in the programme are summarised below in Table 1.

Table 1

A summary of the role and role players in the CoCT BSVP

Role	Who
Programme sponsors: Funding of vouchers Funding of RED Door facilities	CoCT PGWC
Implementing Agent for BSVP	CASIDRA
Accreditation Agent of Service Providers	Swiss Contact
BSVP Allocating Agents	Four RED Door Managers and 10 Business Advisors
Beneficiaries	Over 35 year old potential, start-up or existing entrepreneurs in Cape Town
Business support service providers	50 accredited in Cape Town

Each of the main role players in the CoCT BSVP has a particular role:

- The CoCT is responsible for sponsoring the individual or entrepreneur or SMME to access the BSVP and the business support services available through the use of the voucher.
- The Provincial Government of the Western Cape (PGWC) sponsors the institutional costs of the establishment and running of the facilities

which are used to provide the BSVP and business support services i.e. the Real Enterprise Development Initiative – known as RED Doors.

- The Cape Agency for Sustainable Integrated Development in Rural Areas (CASIDRA) is the implementing agent for the CoCT and has the overall responsibility for the management and the implementation of the programme. This responsibility is governed by a Memorandum of Understanding (MOU) between the parties.

- The RED Doors are the allocating agents for the BSVP:
 - The allocating agent business support staff screen and diagnose applicant needs and problems.
 - If matched to the voucher programme criteria, the staff assign vouchers of differing types matched to business support services.
 - The allocating agent staff assist the applicants to select and access accredited service providers to provide them with the approved business support service.
 - Each client can receive a maximum of four vouchers.

There are four RED Doors situated in various locations in the Cape Town Municipal area (refer Table 2 below).

Table 2

A broad description and location of the RED Doors in the Cape Town Municipal Area

RED Door Location	Description of service area in the Cape Town Municipal area
RED Door A	Northern coastal and inland areas
RED Door B	Western Cape Flats area
RED Door C	Eastern and central Cape Flats, eastern, northern and southern suburbs
RED Door D	Central Cape Town

It should be noted that for the purposes of this report, RED Door D was also categorised as a RED Door, although it has a different organisational structure. As RED Door D provides a similar range of services to the RED Doors A, B and C, it was not expected to impact on the process evaluation. In addition, Mobile Red Doors were excluded from the evaluation as they were newly introduced towards the last part of the study period (PGWC, 2006).

The remaining role players in the CoCT BSVP are:

- The business support service providers, both private sector and Non-Governmental Organisation (NGO), who provide different types of business support services. The voucher subsidises the cost of the services provided by accredited service providers.
- An accreditation agent, Swiss Contact, assists with the accreditation of service providers. Swiss Contact has a contract with CASIDRA to fulfil this role (CoCT, 2005).

Schreirer (1994) noted that an implementation assessment or process programme evaluation establishes what a programme is, what it does and whether or not it is implemented as intended to the targeted beneficiaries. Therefore, for any process or implementation evaluation, it is essential that there is a clear description of what is intended to happen in the programme.

Rossi et al. (2004) confirmed that a service utilisation framework be developed and used as part of a process evaluation of a programme. This framework, which is usually presented as a flowchart, depicts the interactions and services clients are supposed to receive during implementation of the programme. It provides a condensed description of what is planned to happen in the programme.

Figure 1 depicts the service utilisation framework of the CoCT BSVP and presents a flowchart of the procedures and activities that are followed at each step. This flowchart was developed by initially outlining the broad stages of the CoCT programme as intended and outlined in the Management and Operations Plan (CoCT, 2005) and as updated in July 2006 (CoCT, 2007). The stages were then further refined into ten detailed process steps in two streams, a Client stream and a RED Door stream. These process steps were arrived at from a review of the BSVP and RED Door records and interviews with the programme sponsors, implementing and allocating agents. The service utilisation flowchart actively assists as a first step in the process evaluation. It will be important to check and verify the process and steps in the evaluation.

In July 2006, the CoCT and stakeholders involved undertook an initial progress review evaluation of the BSVP (Petersen, 2006). This review led to some improvements in the programme and service steps and strengthened the programme relationships and processes. The process evaluation will use the programme as currently being implemented, with the 2006 programme improvements (refer to Figure 1).

In terms of the products and records of the BSVP, the CoCT receives monthly reports from the implementing agent (CASIDRA) on the implementation of the programme. In addition, each allocating agent (RED Door) has the client, service provider and its own business support services captured in records on a computer system. The BSVP computer programme used is called DataManage, which is a generic name, used in the research to respect a request for confidentiality.

A short review of the BSVP reports indicated that there were sufficient detailed records to use in the process evaluation. As of January 2007, a total of 946 applications had been made for the voucher programme, with 501 vouchers issued.

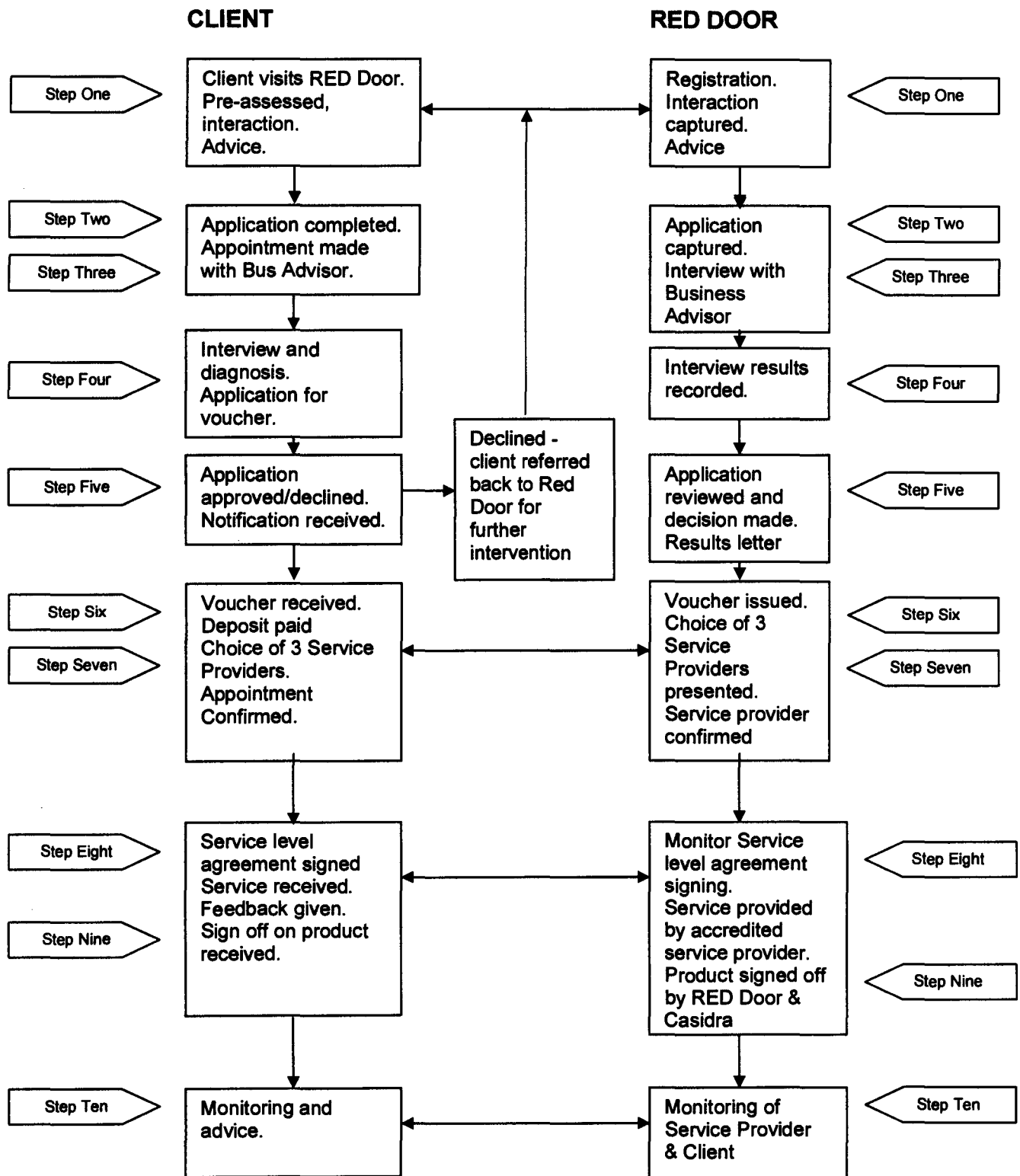


Figure 1. A Service Utilisation Flowchart of the CoCT BSVP as Intended (CoCT, 2007)

It was expected that an 18 month period of the programme implementation and its associated records, i.e. January 2006 to June 2007, could be used as the process evaluation timeframe.

The complex partnerships and operational arrangements, as well as the full and detailed voucher issuing and service activities and reports, offer a rich range of opportunities for the evaluation in terms of different focus options. However, this will also present a number of challenges for the evaluation. It will be important therefore, to try to focus the process evaluation on the elements of the programme which are essential to the successful implementation of the programme.

Programme theory

Establishing the programme theory is important as it allows for a clear understanding of the programme elements and informs the focus, formulation and prioritisation of evaluation questions.

A programme's theory is the rationale of the problem to be addressed and a statement of why a programme, with a particular set of implemented activities, services, materials, and/or administrative arrangements, is expected to produce the desired outcomes (Herman et al. 1987; Rossi et al., 2004). Rossi et al. stated that one of the common ways of depicting programme theory is in the form of a logic model, which "...lays out the expected sequence of steps going from programme services to client outcomes" (p. 94). An initial logic model for the CoCT BSVP is presented in Figure 2.

Rossi et al. (2004) emphasised the importance and value of programme theory as a basis for formulating and prioritising evaluation questions, designing the evaluation research and interpreting the evaluation findings. In the process evaluation of the CoCT BSVP, the service utilisation plan and the logic model are used as the framework for the evaluation and its design.

Inputs → Activities → Outputs → Initial Outcomes → Intermediate Outcomes → Longer-term Outcomes

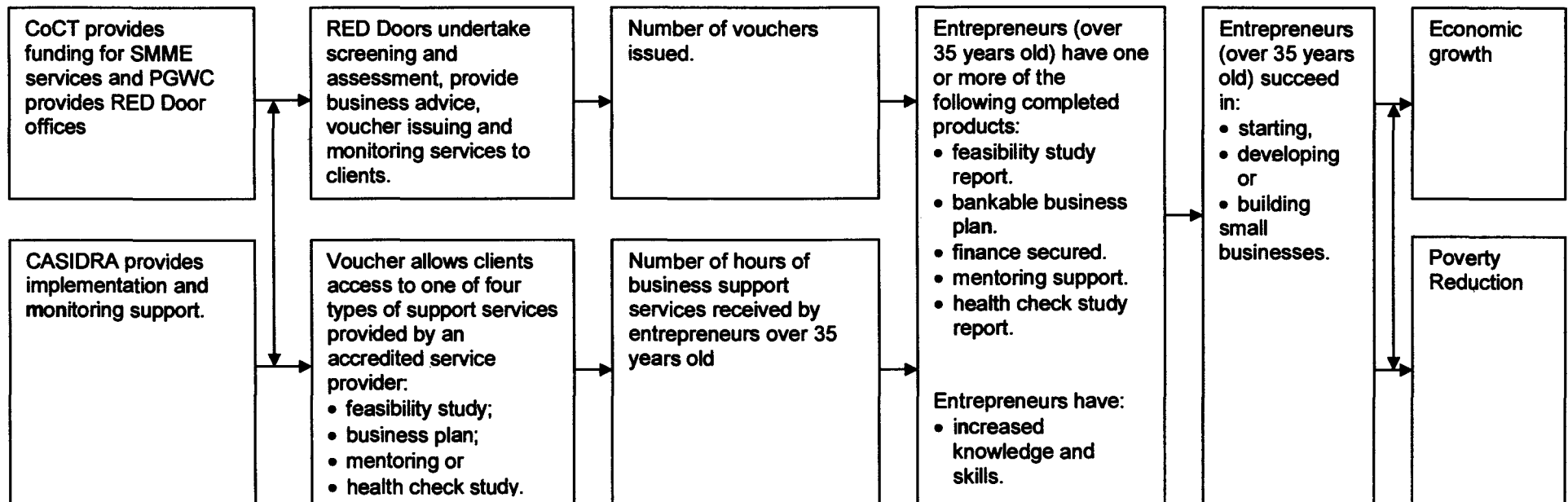


Figure 2

A Logic Model for the CoCT BSVP

(Adapted from Lipsey, 2007; McDavid & Hawthorn, 2006; Rossi et al., 2004)

This logic model identifies the main elements of the BSVP and attempts to simplify the complexity of the programme as a basis for the process evaluation. The model also allows for the identification of questions which the evaluation programme may address. For example some questions may include:

- What is the size of the potential target beneficiary groups in Cape Town?
- What are their needs in terms of business support services?
- How many accredited business support service providers are there and which type of service can they offer?
- How many entrepreneurs access and use the support services and how many obtain completed products?
- To what extent do the business support products assist the entrepreneurs to progress and their businesses?

CoCT BSVP evaluability and readiness for evaluation

Before an evaluation of a programme commences, it is important to confirm that the programme can be evaluated and that the type of evaluation matches the stage of the programme (Cloete, 2006a; Mackay, 2006; McDavid & Hawthorn, 2006; Rabie, 2007).

Rossi et al. (2004) defined four criteria which need to be met in order for a programme to be successful and for the subsequent programme evaluation to be valuable:

- clear and well defined programme aims,
- credible programme goals and objectives,
- available and accessible data and information and
- agreement by the stakeholders of the evaluation results and how these will be used.

From the information provided below on the CoCT BSVP, it can be concluded that the programme is evaluable:

a) Clear and well defined programme aims

The BSVP programme goals and objectives are defined in the Management and Operational Plan and updated plan (CoCT 2005, 2007). In addition, the sponsor (the CoCT) has MOUs with the implementing agent (CASIDRA). The contracts between CoCT and CASIDRA (July 2006) stipulate that the targets for the issuing of vouchers by the RED Doors are: 400 feasibility studies; 450 bankable completed business plans; 215 businesses mentored; 120 completed health check reports and a minimum of 50 business development support service providers accredited.

b) Credible programme goals and objectives

The BSVP goals can be considered plausible. Evidence for this is that the goals are supported by research on how businesses grow, as well as the current needs of small businesses in Cape Town and the importance of focusing on the “demand side” business support (CoCT, 2003). It is feasible and has been shown elsewhere in South Africa and other countries that increased business support does lead to a strengthening and an improvement in the number of businesses which survive the critical two year establishment period (Elstratt, 1987; Rogerson, 2006; University of Cape Town, 2006)

However, it should be kept in mind, as noted before, that the BSVP target population and beneficiaries are not well defined and that this could have an impact on the implementation of the programme.

c) Available and accessible data and information

The programme description also confirms that reasonable records have been kept during the intervention. An initial examination suggests that data are available for approximately 18 months, with monthly records available from the CoCT and extracts of records available from the PGWC and the DataManage system.

d) Stakeholder agreement to the evaluation and how the results will be used

The last programme success criterion defined by Rossi et al. (2004) is also matched by the CoCT BSVP in that the stakeholders have agreed that an evaluation of the programme would be beneficial and would strengthen the current processes.

Type of evaluation and evaluation questions

Process evaluation

Leading international evaluators, for example, Chen (2005) and Rossi et al. (2004) highlighted the importance of the success of the implementation of the programme before the programme could be considered to be effective.

The form of programme evaluation used to determine if a programme is being implemented as planned is known as a process or implementation assessment (King, Morris & Fitz-Gibbon, 1978; Lipsey, 2007; Owen & Rogers, 1999; Rossi et al., 2004). Implementation evaluation represents the ongoing or 'process' dimension of a programme, as it sits between goal-setting at the outset and the eventual outputs and outcomes (Cloete, 2006b; Lion, Martini and Volpi, 2006; Lipsey, 2007; Rabie; 2006).

Process evaluations are primarily aimed at assessing the congruency between the programme plan and programme implementation, whether the programme is assisting the intended beneficiaries and improving current programmes by understanding the programme more fully (Chen, 2005; W. K. Kellogg Foundation, 2004; World Health Organization, 2000).

The World Health Organisation (WHO) (2000) summarised the main reasons for conducting process evaluations as:

- **Accountability:** Is the programme achieving what it is expected to achieve?

- Programme development and improvement: How can the programme be improved?
- Assist others to set up similar services: How can the programme be expanded to other areas or the service be replicated in other areas?

The WHO (2000) also prepared a practical programme workbook, which highlighted that process evaluations assess two main areas of a programme:

- Coverage: those who may need the programme service and how they are served; who is served and who ultimately receives the programme.
- Process: what happens to the clients in the programme; are the services consistent and well co-ordinated.

A primary aim of the process evaluation of the CoCT BSVP is to establish confidence that the BSVP is serving the intended clients and that it is being conducted in the planned manner i.e. both the coverage and process areas of the BSVP (WHO, 2000).

An additional aim of the evaluation of the CoCT BSVP is to provide information and present findings to guide possible improvements to the programme. This type of evaluation, described by Scriven (1991), as a formative evaluation, will be used to help to guide the programme to perform better.

Other areas to be explored include how clients access the BSVP and what happens to them in the process of being assessed for, receiving and after getting the voucher. The focus on the services or activities of the CoCT BSVP will involve an examination of the congruency between the setting, the mode and procedure of service delivery as planned and actually delivered (Chen, 2005). The BSVP service utilisation flowchart and logic model provide a framework for the process evaluation (Lipsey, 2007; Rossi et al., 2004).

A process evaluation of the CoCT BSVP will assist to ensure that the intervention is as strong as it can be and to optimise the use of resources which have already

been allocated to the programme. The use of a process evaluation is also confirmed by Chen (2005) who averred that “program evaluation makes a good tool for stakeholders who want to ensure that the implementation of their program will succeed” (p.129).

The information that the CoCT BSVP has committed resources allocated to it, that the stakeholders are clear on what services they want to deliver and how and that the programme has been in place for over a year, also comply with the three criteria “associated with meaningful assessment orientated process evaluation” (Chen, 2005, p.161) as recommended by Chen.

From information presented, it can be concluded that a process or implementation evaluation of the CoCT BSVP is appropriate.

Evaluation questions

The process evaluation literature provided guidance for the BSVP evaluation questions and sub-questions. The first evaluation question poses questions related to the BSVP coverage and the second and third pose questions related to the BSVP processes (WHO, 2000):

1. Who is being served by the BSVP? (i.e. is it reaching the intended target beneficiaries of the programme?)
 - How many clients were served and vouchers issued by the programme in the period January 2006 – June 2007?
 - How many clients participating in the BSVP came from the target population?
 - Do the number of recipients and their characteristics or profile match the expected numbers and target beneficiaries intended by the BSVP? (Chen, 2005; Lipsey, 2007).

2. What services are being offered by the BSVP and are these consistent with the programme plan specifications?
 - What do the participants actually do and what do they experience? Is this consistent throughout the implementation sites?
 - What is working and not working as expected?
 - What monitoring system has been used to assess implementation and how is it being used? (Lipsey, 2007).

3. What resources have been expended in the conduct of the BSVP and are these consistent with the programme management plan?
 - How does the utilisation of resources by the implementing agent compare to what was intended? (Lipsey, 2007).

It is expected that these evaluation questions will provide a firm and full basis for the implementation evaluation and add value to the programme development.

CHAPTER TWO

METHOD

This section presents the method used for the CoCT BSVP process evaluation and covers three sections, namely, the data providers, the materials and the procedures.

Data providers

A summary of the role, role players and sample of the data providers in the evaluation is presented in Table 3 below.

Table 3

A summary of the role, role players and sample of data providers for the CoCT BSVP process evaluation

Role	Role player	Total number of possible data providers (June, 2007)	Process evaluation and sample: July – October 2007
Programme sponsors: Funding of vouchers Funding of RED Door facilities	CoCT PGWC	1 Manager, 1 BSVP Programme Manager 1 RED Door Manager	2 interviewed 1 interviewed
Implementing Agent	CASIDRA	1 Manager, 1 Programme Manager	2 interviewed
Accreditation Agent of Service Providers	Swiss Contact	1 Manager 1 Accreditation Manager	2 interviewed
Allocating Agents	Four RED Door Managers and 10 Business Advisors	4 RED Door Managers 10 Business Support Advisors	4 interviewed 1 interviewed 4 RED Door site visits – twice
Beneficiaries	Over 35 year old potential, start-up or existing entrepreneurs in Cape Town	750 vouchers issued, of which 135 had activated or completed status	13 interviewed by telephone
Business support Service Providers	Accredited service providers	50 accredited	13 interviewed by telephone

As in any evaluation it was not possible to interview or access all stakeholders due to resource constraints. The approach used was to try to access all the stakeholders where possible. However, where this was not possible, convenience samples were used to fit the resources, context and circumstances of the evaluation as described below.

Interviews with sponsors, implementation agent and accreditation agent

In terms of the BSVP programme sponsors, implementation agent and accreditation agent, it was possible to access and interview the BSVP managers and all those directly responsible for the programme. Here, a total of seven face-to-face interviews were conducted (refer to Table 3 above). The Business Support Manager and the BSVP Manager from the CoCT were interviewed; the RED Door Programme Manager from PGWC; the Manager: Economic Development and a Programme Manager from CASIDRA, as well as the Manager and Accreditation Programme Manager from Swiss Contact were interviewed.

Interviews with Allocating agents (RED Doors); beneficiaries and service providers

A convenience sample was used for the BSVP role players directly engaged with the implementation of the BSVP, namely, the allocating agents (four RED Doors); the beneficiaries and the business support Service Providers (SP). This was decided after efforts to secure interviews with all the RED Door business advisors were not successful due to their programme commitments. In addition, unfortunately, contacts with the originally selected business service providers and beneficiaries were not possible due to either the BSVP records being out of date or the participants' unavailability due to business pressures.

Simon (2007) and Sousa, Zauszniewski & Musil (2004) noted that a convenience sample is one of the most common types of non-probability sample used in research. The researcher uses whatever individuals are available rather than selecting from the entire population. Caution needs to be used when interpreting the findings from a convenience sample as these may not represent the population.

However, the use of a convenience sample in the context of the BSVP process implementation provided useful information as it was used to obtain indicative data and describe RED Door managers', beneficiaries' and service providers' views in an exploratory way (Simon, 2007).

At the time of the evaluation, there was a total of 14 RED Door staff in the four RED Doors directly involved in the implementation of the programme. Face-to-face interviews were conducted with each of the four RED Door Managers and a Business Advisor at the RED Door D, for a total of five interviews (refer to Table 4 below). This sample was used as all of the four RED Door Managers are directly responsible for the BSVP process and the final allocation of the vouchers and have knowledge and experience of all the aspects related to the BSVP.

Table 4

Allocating agent sample: RED Door location, sample, number, gender and ethnic group

RED Door Location	RED DOOR Staff (as of June 2007)		Sample of RED Door Staff (July – September, 2007)		Sample Gender		Sample Ethnic Group	
	Manager	Business Advisors	Manager	Business Advisors	Male	Female	Black	Coloured
RED Door A	1	2	1		1			1
RED Door B	1	2	1		1			1
RED Door C	1	3	1			1		1
RED Door D	1	3 a	1	1	1	1	1	1
TOTAL	4	10	4	1	3	2	1	4
Percentage	21%	79%	80%	20%	60%	40%	20%	80%

Note: ^a As was noted earlier, this business support office was considered a RED Door for the purposes of the evaluation only. It has a different staff structure with a number of additional business advisory and support staff who serve other small business programmes.

Of the sample allocating agent participants, 80% were Managers; 60% male and 40% female and 80% from the Coloured ethnic group. Ideally, it would have been preferable to have been able to also interview more business advisors. However, this was not possible due to limited resources and the potential disruption of the BSVP work time. It is postulated that the allocation agent sample should not impact very negatively on the results. The main reason for this is that the RED Door Managers work very closely with their business advisors and a good sense of the

programme and its implementation aspects can be gained from the selected sample.

By June 2007, at least 750 vouchers had been issued to 750 target beneficiaries. The distribution of the vouchers by type, location of the RED Door facility and profile of beneficiary was accessed via PGWC records.

In line with the focus of the evaluation, an initial attempt was made to contact all the 135 beneficiaries whose voucher status indicated that the voucher had either been activated (i.e. the beneficiary has paid the required ten percent deposit) or was complete (i.e. the beneficiary had received the service and it had been signed off). Lists of all these beneficiaries were obtained from the PGWC DataManage records and the RED Doors' own records as well, where possible (PGWC, 2007). The survey was conducted telephonically to accommodate the beneficiaries' schedules and resource constraints, in particular time constraints.

Each of the 135 beneficiaries listed was contacted or an attempt made to contact in order to interview. However, after numerous contact numbers on the lists were discovered to have changed or to be incorrect and following successive repeat and follow up telephonic contacts, it became apparent that a convenience sample would need to be used. Over a 16 week period (July – October 2007), 13 beneficiaries were successfully contacted and interviewed which formed a usable sample of those whose voucher status was either activated or completed (9.6%).

The characteristics of the BSVP beneficiary sample as outlined in Table 5 below, were that 61% were female, 61% Black, 31% Coloured and 8 % White. The majority of participants (61%) were in the 36 - 49 year age category, with the average age of the sample beneficiaries being 44 years.

Table 5

Beneficiary sample: RED Door voucher location, gender, ethnic group and age

RED Door location	Gender		Ethnic Group			Age	
	Male	Female	Black	Coloured	White	36 - 49 years	50 - 64 years
RED Door A		1		1			1
RED Door B	3	4	7			3	4
RED Door C	2	3	1	3	1	5	
RED Door D ^a							
TOTAL	5	8	8	4	1	8	5
Percentage	39%	61%	61%	31%	8%	61%	39%

Note: ^a Beneficiaries were contacted to be interviewed, however did not respond despite numerous attempts to make contact and follow ups.

There are currently 50 accredited business support service providers of different age, ethnic group and skills that are used in the BSVP to advise, support and develop clients, as well as provide assistance with four types of products, namely a feasibility study; a business plan; a business health check or mentoring.

The list of 50 accredited SP was accessed and an attempt was made to contact each of them. As was the case with the beneficiaries, a number of contact numbers had changed, or were no longer working. An approach was adopted to use a convenience sample in this instance. Thirteen SP were interviewed, with 69% being male, 69% Coloured and 61% between the ages of 36 and 49 years old (refer Table 6 below). The average age of the SP sample was 41 years.

Table 6

Business Support Service Provider sample: Main referring RED Door voucher location, gender, ethnic group and age

RED Door location	Gender		Ethnic Group			Age	
	Male	Female	Black	Coloured	White	30 - 49 years	50 - 64 years
RED Door A (only)							
RED Door B (only)	3		2		1	3	
RED Door C (only)	2	1		3		1	2
RED Door D (only)							
Service All RED Doors	4	3	1	6		6	1
TOTAL	9	4	3	9	1	10	3
Percentage	69%	31%	23%	69%	8%	77%	23%

Care was taken to include a mixture of new and more established service providers, as well as those who offer different types of services and are referred by the range of RED Doors.

Materials

Both empirical and archival data were used in the BSVP process evaluation. Different types of materials were used to provide a full range and type of data for review, analysis and evaluation (refer Table 7 below).

The use of a range of materials strengthened the evaluation process as analysis of the information was then able to provide observations based on more than one source of data.

Table 7

A summary of the role, role players and materials used for the CoCT BSVP process evaluation

Role	Role player	Materials
Programme sponsors: Funding of vouchers	CoCT	Interview schedule BSVP records
Funding of RED Door facilities	PGWC	Interview schedule BSVP Records DataManage records
Implementing Agent for BSVP	CASIDRA	Interview schedule BSVP Records DataManage Records
Accreditation Agent of Service Providers	Swiss Contact	Interview schedule Swiss Contact records
BSVP Allocating Agents	RED Door Managers and Business Advisors	Interview schedule Site visits and check lists RED Door records DataManage records
Beneficiaries	Over 35 year old potential, start-up or existing entrepreneurs in Cape Town	Interview schedule BSVP records RED Door records
Business support Service Providers	Accredited SP	Interview schedule BSVP Records RED Door records

Interview schedule and survey schedule

A core interview schedule was developed which presented questions on the objectives and performance of the BSVP, the beneficiaries and services, the allocating agents (RED Doors) as well as the role of the CoCT and the PGWC.

The interview schedule refined for each type of participant to match their role in the programme, required input and focus as per Table 7 above. The interview schedules were then pre-tested on six individuals who were not directly involved in the BSVP, however, who matched the intended data providers (one from each of six different types of role-player, refer to Table 7). The interview schedules were further refined and finalised and administered to the respondents (refer Appendices A1-A3).

Records

BSVP records kept by the CoCT, PGWC, CASIDRA and the RED Doors were accessed (refer Table 7). These included:

- Programme design, management plan, project implementation and review reports and memoranda of understanding held by the CoCT.
- Monthly reports submitted to the CoCT by CASIDRA.
- BSVP business and operational plans, memoranda of understanding, correspondence, monthly and quarterly reports (including financials), reports and extracts from the DataManage information system, other reports and BSVP products held by CASIDRA.
- Programme, client and service provider records, reports and business support products held by the RED Doors.

(Refer to Appendix B for a complete list of the records consulted).

In order to ensure completeness and accuracy, differences and discrepancies in the records were verified via CASIDRA.

Site Visits

A focus on the services or activities of the programme required an examination of the correspondence between the setting, the mode and procedure of service delivery as planned and actually delivered (Chen, 2005). In addition, measures of the coverage, strength and intensity of the services offered needed to be included.

Chen (2005) described coverage as establishing if the programme as implemented covered all important activities as described in the programme planning phase. Measuring strength meant establishing if the implementation included the prescribed “dose” of the programme (p.166). Measuring intensity meant tallying the number of sessions or contact points in relation to the number planned.

A tool used for verifying the implementation of the BSVP and its services' coverage, strength and intensity, was a site visit check list. A check list was developed to match the planned core facilities, resources, activities and services provided by the RED Doors in the implementation of the BSVP. This list was useful in accessing comparative information around the delivered implementation of the programme at the four different RED Door offices (refer to Appendix C).

Procedure

Due to multiple role-players and the complexity of the BSVP, an iterative and parallel procedure for data and information gathering for the evaluation was undertaken. For example, whilst interviews were undertaken at the RED Doors, site visits were made and records were sourced in a parallel process.

Interview schedules

Each completed interview schedule was numbered and quality checked for any data gaps. Structured data on the characteristics of the respondents was summarised in tables, with averages calculated where relevant.

Qualitative information from the interviews was read, summarised and collated using the interview questions, as well as the evaluation questions and the utilisation flowchart steps as structuring guides. A set of information categories was developed and the frequency with which each category and the responses within the category were mentioned was recorded, together with the interview number.

The information categories and responses were captured on a data sheet, with the frequency of mention of each response and category. The completed interview schedules were read at three different times over the data collection period to ensure that the information was summarised and captured accurately, with pertinent quotations highlighted.

Access and review records

The programme design, management plan, project implementation and review reports, MOUs and monthly reports held by the CoCT were accessed, copied if the originals needed to be returned and then sorted by type, theme or date. Where possible, any gaps in the information was followed up and sourced. Each of the reports or documents carefully examined, read, reviewed and analysed. The main pieces of information were then summarised and matched to the evaluation questions. Information was captured on information summary sheets, with relevant paragraphs, pieces of information or themes highlighted.

BSVP business and operational plans, MOUs, correspondence, monthly and quarterly reports, reports and extracts from the DataManage information system, other reports and BSVP products held by CASIDRA were treated in a similar way to the CoCT records described above, as were the programme, client and service provider records, reports and business support products held by the RED Doors. Whilst some information could be copied or removed from the BSVP data provider's offices, in most instances due to the volume of the data and the need to obtain assistance to retrieve relevant data from filing or data systems, it was more practical to access and review the information on-site. Whilst every effort was

made to obtain as much BSVP archival data as possible in the selection period, it was not possible to access any reports from the PGWC due to the confidentiality request.

Undertake site visits

In order to provide some comparative data and to strengthen the process evaluation of the BSVP, implementation of the programme was reviewed through the use of site visits across all of the four RED Door facilities. Each RED Door was visited at least once and RED Doors B, C and D were visited twice as these facilities account for the majority of the vouchers issued.

The site visit checklists were used to check or confirm the facilities, activities and procedures at the RED Doors. Ticks indicating the presence or activity were used and the ticks counted. The check lists were reviewed after each visit and checked for gaps. Follow ups were done with the RED Doors on areas needing clarity. The checklists were read and the ticks and tallies counted. Notes taken during the site visits were also reviewed and summarised using the main BSVP elements, ten step utilisation flowchart activities and the evaluation questions as headings.

Data Collection

The information gathering process started in March 2007 with the collation of all the CoCT BSVP records and correspondence. This process continued until October 2007, with CASIDRA and RED Door records accessed on site and extracts obtained from the Swiss Contact and DataManage records. Additional contact was made with CoCT and CASIDRA to access information gaps and to clarify information.

Unfortunately, the evaluator was unable to access the PGWC records directly due to the confidentiality request and had to access the information via secondary sources and the DataManage system.

The interviews with COCT, CASIDRA, Swiss Contact and the RED Doors took place in July 2007, with the PGWC interview completed in October. An appointment was made ahead and the face-to face interviews took approximately 60-90 minutes to complete.

The beneficiary and service provider telephonic interviews took place in August to October 2007 and were slightly delayed due to the length of time it took to obtain accurate contact numbers and a sample. All beneficiaries whose vouchers had been activated or completed were contacted at least twice in July 2007 and requested to participate in the research. In the end, a decision was made to use a convenience sample. The interview took 30-45 minutes to complete.

A Xhosa speaking research assistant was used to assist with the interviews with Xhosa speaking beneficiaries and service providers. The assistant is a professional communication person and was fully briefed on the research. She also sat in on and observed three telephonic interviews before commencing the Xhosa speaking interviews to ensure consistency of approach and probing as required.

CHAPTER 3

RESULTS

The results of the process evaluation of the COCT BSVP are presented below. The three evaluation and associated sub-questions which were developed to assess specific elements of the programme implementation are used to structure the chapter, namely:

- the intended target population, (i.e. the coverage phase);
- the structure and activities of the programme and the implementation challenges, (i.e. the service delivery phase);
- the monitoring system used, (i.e. the programme monitoring phase); and
- the resource expenditure, (i.e. the utilisation of resources phase).

According to the evaluation method outlined in the previous chapter, the results were obtained from six groups of participants, namely:

- the two programme sponsors;
- the implementation agent;
- the accreditation agent;
- the programme allocating agents - the RED Doors;
- a sample of beneficiaries; and
- a sample of business support service providers.

In addition, site visits were undertaken and BSVP programme records and reports accessed.

The last three groups of participants provided particularly important information in terms of the BSVP process evaluation and these responses are the main focus for the presentation of results of the questions. The last question focused on the implementing agent's use of BSVP resources.

Evaluation Question 1: Who is being served by the BSVP?

How many clients were served and vouchers issued by the programme in the period January 2006 – June 2007?

Over the selected period, the four RED Door facilities received over 1300 applications for small business vouchers and issued 750 vouchers (refer Table 8 below). Of those applicants interviewed, 80% were approved for vouchers, with 56% issued with vouchers. RED Door C issued the majority of the vouchers to beneficiaries; over 61%, followed by RED Door B which issued 20% of the total number of vouchers.

Table 8

Summary of Number of Applications and CoCT BSVP Vouchers Issued by RED Door - 1 January 2006 to 30 June 2007

RED Door location	Applications		Interviews		Approvals		Issues		BSVP conversion rate ^a
	No.	%	No.	%	No.	%	No.	%	%
RED Door A	141	10	137	11	85	9	48	7	34
RED Door B	383	29	368	30	242	25	150	20	39
RED Door C	673	50	567	47	514	53	460	61	68
RED Door D	151	11	147	12	129	13	92	12	61
TOTALS	1348	100	1219	100	970	100	750	100	56

Note: ^a Conversion rate: number of vouchers issued divided by the number of applications
(Source: DataManage records, June 2007; PGWC, August 2007)

The number of BSVP vouchers issued in relation to the number of applications for each RED door expressed as a percentage may possibly be considered a form of a 'voucher conversion rate' of an application for a voucher 'converted' into a voucher issued. Table 8 indicates the percentage range of the BSVP conversion rate is between 34% (RED Door A) to 68% (RED Door C). Over the selected period, RED Door C issued the most vouchers and had the highest issue to application percentage conversion. RED Door D is interesting to highlight in that although this location issued a relatively low 12% of the total vouchers issued, it had a 61% conversion rate.

How many clients participating in the BSVP came from the target population?

In considering this section, it is pertinent to return to the CoCT description of the target beneficiaries, as outlined in the BSVP Management and Operational Plan (CoCT, 2005):

"1. Target beneficiaries:

The targeted beneficiaries for the City's Business Voucher Programme are the following types of entrepreneurs (over 35 years old) (*sic*):

- Potential entrepreneurs who demonstrate their commitment to starting their own enterprises.
- Special emphasis is also given to women entrepreneurs who constitute a target of at least 50% & youth 40 % and 10% disabled entrepreneurs.
- Existing businesses that have potential for significant job creation.
- Existing enterprises with growth potential, which are engaged in value added activities either in industrial or service sectors.
- Start ups entrepreneurs whose project proposals have the best chance of attracting sub-contract orders from large local companies and government procurement agencies, or start-ups with bankable proposals which have potential for joint ventures, technology licensing and franchising.
- Over 35 year old entrepreneurs" (p.4).

As noted in chapter one, and from the above extract, it was observed that the CoCT BSVP target population is very broad and the defined beneficiaries combine a mixture of measurable (entrepreneurs over 35 years of age, women, youth and disabled) and immeasurable variables (potential entrepreneurs; existing businesses with job creation or growth potential; and start-up entrepreneurs).

A detailed review of all of the CoCT BSVP records available for the evaluation, confirmed that the intended groups or targets are not clearly defined. This is of concern for the evaluation and indicates an area of the programme which needs attention. Defining and identifying the programme targets in some detail and in an unambiguous way, as well as being able to gather accurate information about the programme targets, is crucial for all phases of the BSVP, from the initial planning through to programme implementation (Herman et al., 1987; Rossi et al., 2004;).

In order to answer the evaluation question relating to the targets of the programme, information on the intended type of business beneficiary was obtained as reported by the allocating agents' responses, i.e. the RED Door manager and business advisor (refer to Table 9 below.)

Table 9

Summary of BSVP intended beneficiary type versus reported beneficiary type

Intended beneficiary type (CoCT BSVP, 2005)	Beneficiary type as reported by the BSVP Allocating Agents (RED Doors)			
	RED Door A	RED Door B	RED Door C	RED Door D
Potential entrepreneurs	√	√	√	√
Existing businesses that have potential for significant job creation.				
Existing enterprises with growth potential			√	√
Start ups entrepreneurs whose project proposals have the potential for sub-contracting chances	√		√	√
Start ups with potential for joint ventures, technology licensing and franchising.				

(Source: Interviews with RED Door Managers and Business Advisors, July – September 2007)

As reported by the BSVP allocating agents, the business beneficiaries are in the main confined to two of the four specified main beneficiary business types participating in the BSVP, namely potential entrepreneurs and start-up entrepreneurs. The RED Door Managers confirmed this, which is illustrated by the following quote:

“.....85% of clients are start-up businesses, drawn from micro-business survivalists...”

Entrepreneurs of two types of business have not yet participated in the voucher programme, namely, existing businesses that have job creation potential and start-ups with potential for sub-contracting (refer Table 9 above).

Do the number of recipients and their characteristics or profile match the expected numbers and target beneficiaries intended by the programme?

A review of Table 10 below, indicates that 92% of the voucher beneficiaries are either from the Black or Coloured ethnic group.

Table 10

Summary of the Ethnic Group of the Beneficiaries of Total Number of Vouchers issued, January 2006 to June 2007.

RED Door Location	Ethnic Group									
	Black	%	Coloured	%	Indian	%	White	%	Undefined	%
RED Door A	3	1.1	44	10.7	0	0	1	20	0	0
RED Door B	136	48.2	3	0.7	0	0	0	0	11	22
RED Door C	92	32.6	331	80.6	2	100	1	20	34	68
RED Door D	51	18.1	33	8.0	0	0	3	60	5	10
Total number of vouchers Issued	282		411		2		5		50	
Percentage	37.6	100	54.8	100	0.3	100	0.6	100	6.7	100

*Note: This excludes the Mobile Red Doors
(Source: DataManage records, PGWC, August 2007)*

Although the CoCT does not clearly define all the targets in their programme documentation (CoCT, 2005), in terms of the developmental objectives of local government, it is presumed that the majority of the targeted beneficiaries should be from previously disadvantaged groups. This assumption is confirmed by the CoCT sponsor's response , illustrated with this quotation:

“.... our clear focus is the previously disadvantaged entrepreneur....This focus is a clear part of our Business Support Policy...”

The CoCT BSVP targets which are measurable define the intended target entrepreneurs or potential entrepreneur beneficiaries as “ ...40% women, 40% youth and 10% disabled..” (CoCT, 2005, p.4)

Table 11 below reflects that 33% of the total number of CoCT BSVP vouchers issued over the selected period have been issued to women. This is some progress towards achieving the 40% target.

Table 11

Summary of BSVP Implemented Voucher Beneficiary by RED Door Location, Gender and Disabled Status: January 2006 – June 2007.

RED Door Location	Actual Beneficiary Gender		Total	Actual Beneficiary Able/Disabled	
	Male	Female		Able	Disabled
RED Door A	29	19	48	46	2
RED Door B	88	62	150	145	5
RED Door C	322	138	460	460	0
RED Door D	63	29	92	92	0
Total number of vouchers issued	502	248	750	743	7
Percentage	67.0	33.0	100	99.2	0.8

(Source: Extract from Casidra financial records, Casidra August, 2007)

The number of disabled beneficiaries of the BSVP as implemented is 0.8%, which is well below the intended target of 10% of vouchers issued to disabled beneficiaries.

The target of 40% of the BSVP beneficiaries to be youth is confusing and needs to be addressed. The BSVP clearly states that the target age group is the entrepreneur or potential entrepreneur of 35 years or older. In addition, the BSVP was developed to specially address this age group as the Umsobombvu Youth Fund addresses the youth entrepreneur under the age of 35 years. In addition, the BSVP reports do not specifically reflect the age of a beneficiary in the BSVP statistics summaries. However, from a scrutiny of the RED Door records and DataManage system, it is clear that the target age group for the BSVP is the over 35 year age category.

Evaluation Question 2: What services are being offered by the BSVP and are these consistent with the programme plan specifications?

Main service

The main service offered by the CoCT BSVP to qualifying applicants, is the issuing of small business support vouchers to clients, for use of four matching small business support services namely: a feasibility study; a business plan; a business health check and mentoring.

The allocating agents, RED Doors, screened the applicants' needs and if matched to the voucher programme criteria, assigned a particular voucher(s) to the matched service(s). After payment of a deposit of ten percent by the client, the vouchers were redeemed for services by accredited business support service providers. A review of the implementation of the programme confirmed the above service offer at the four Red Doors.

It is also useful to consider the breakdown of the 750 issued vouchers by type of voucher and RED Door facility (refer to Table 12 below).

Table 12

A Summary of the Number and Type of Vouchers issued per RED Door facility: January 2006 – June 2007.

RED Door Facility	Type of Voucher					
	Feasibility Study	Business Plan	Health Check	Mentoring	Total	%
RED Door A	29	18	1	0	48	6.4
RED Door B	103	45	0	2	150	20.0
RED Door C	259	99	37	65	460	61.3
RED Door D	38	44	4	6	92	12.3
Total Number of Vouchers Issued	429	206	42	73	750	100
Percentage	57.2	27.5	5.6	9.7		100

*Note: This excludes the Mobile Red Doors
(Source: DataManage records, PGWC, August 2007)*

In terms of the type of voucher issued during the selected period, the majority of vouchers issued were for feasibility studies (57%), followed by business plans (28%) and mentoring (10%). RED Door C issued more than two thirds of the vouchers) refer to Table 12). Whilst it was established that an applicant for the BSVP can approach any RED Door for assistance, the RED Doors do attempt to serve a loosely defined geographical area. The larger percentage vouchers issued by RED Door C can in part be explained by the observation that the RED Door C covers a larger area than the other three RED Doors.

A critical element of the services aspects of the process evaluation is to review implementation progress relative to intended numbers and types of vouchers issued. The contract between CoCT and CASIDRA (July 2006) stipulated that the targets for the issuing of vouchers by the RED Doors were: 400 feasibility studies; 450 bankable completed business plans; 215 Businesses mentored; 120 completed health check reports and a minimum of 50 Business Development service providers accredited.

Table 13 compares the agreed service targets for the study period with the actual number of vouchers issued for per type of service. The main observation is that aside from the feasibility study target, the agreed service targets have not been met, with a variance of 32% under achievement.

Table 13

*Number of BSVP Vouchers issued relative to the CoCT - CASIDRA targets:
January 2006 – June 2007*

Service	Service Target	Actual vouchers issued (1 January 2006- 30 June 2007)	Variance
Business plan	450	206	-244
Feasibility study	400	429	+29
Health check	120	42	-78
Mentoring	215	73	-142
TOTAL	1185	750	-435

(Source: CoCT, 2006; DataManage records, PGWC, August 2007)

Business support services by service providers

In terms of the accredited service providers, a pool of at least 32 active service providers could be identified from the BSVP programme records, with a list of 50 potential providers.

From the information provided by the service providers, it was established that each of the service providers offered at least two of the main BSVP business support services (refer to Table 14).

Table 14

Type of business support service offered by the BSVP service providers as reported January 2006 – June 2007

Type of Business Support Service offered by Service Provider	Reported by Service Provider N=13	%
Four services: Feasibility study; business plan; health check; mentoring	6	46
Three services: Feasibility study; business plan; mentoring	2	15
Two services: Feasibility study; business plan	4	31
One service: Mentoring	1	8
TOTAL	13	100

(Source: Interviews with BSVP service providers, July – October 2007)

Close to half of the service providers interviewed; 46%, indicated that they provide all four of the main services in the CoCT BSVP. This was followed by those service providers who provided two services (31%), namely feasibility studies and business planning (refer to Table 14).

Of interest, and not reflected in the table was that four service providers specifically reported that as part of their service, they prepare client reports and monthly reports for the implementing agent and the allocating agent respectively. This is positive for the programme implementation as it indicates that there is an awareness of, and adherence to, the BSVP service processes.

The information above gives some indication that the main services which form part of the BSVP were offered by the RED Doors and the business support service providers. However, it is important to review these programme elements in more detail below.

What do the participants actually do and what do they experience? Is this consistent throughout the implementation sites?

A service utilisation framework was developed to present the interactions and services which clients are intended to have had during the implementation of the programme. This flow chart was based on the programme stages as outlined in the BSVP Management and Operational Plan (2005) and updated programme records (CoCT, 2007). The flow chart was used to analyse the services and steps as intended and as implemented at each of the four Red Doors. The detailed flow charts are presented in Appendix D. The flow chart provided two streams of process steps, the Client stream and the RED Door stream, which also allowed for the assessment of consistency of the implementation across the four Red Doors and from the perspective of the different beneficiary types.

RED Door service stream

From a review of records, site visits and the detailed analysis of the responses to interviews with RED Door Managers and Business Advisor (Appendix D), the RED Door programme service stream was implemented as intended and implemented consistently across the four allocating agent's locations following the ten steps closely. However, the following three steps were not implemented as intended:

a) Step Three – Interview with Business Advisor:

At the RED Door A, the Manager as well as the Business Advisor interview the client. This was reported to:

“... ensure there is consistency and quality control...”

b) Step Seven - Choice of 3 Service Providers presented:

Here all four RED Doors use slightly different steps. For example, RED Door A presented an accredited, screened list and actively advised the clients on the possible match to the service provider.

RED Door B reported that previously clients were told by Business Advisors which service provider to use. However this was reported to have been due to the limited number of Xhosa speaking service providers and has changed since January 2007, with additional service providers accredited to service the Xhosa speaking target groups. The following quotation confirms this:

“.....We now present the list for choice by the client as there are Xhosa speaking service providers....”

Red Door C used a slightly different step with regard to the feasibility study and business plan and saw these as related and linked services:

“... we see the whole client support process as one continuum and not isolated steps. We never advise a client to develop a business plan as a standalone alone...”

RED Door D directly advised the client with regard to a mentor:

“.....for mentoring vouchers, the Business Advisor will recommend the mentor...”

c) Step Eight – Product signed off by RED Door:

Here the RED Door C had an additional step as outlined in the quotation below:

“.... In certain instances, if a Service Provider undertakes a feasibility study for a client and then a Business Plan, we only sign off half the business plan fee, until the client has successfully accessed finance...This is to ensure that accurate information is gathered as part of the feasibility phase....”

Client service stream

An analysis of the client stream reveals that the RED Doors A, C and D all followed the ten steps in the client process closely and consistently, which is a strength of the BSVP implementation in these RED Doors.

Red Door B however, appears to implement the BSVP differently from the other RED Doors at most of the client service steps (refer Appendix C: C2 for details) . The following steps and quotations are provided as examples as drawn from the analysis and the beneficiary interviews:

- a) Steps Three to Six: appointment made with business advisor, application for voucher, client notified and voucher received.

At least four of RED Door B clients reported that they visited the RED Door and the RED Door managed the whole process as illustrated in the following quotation:

“.....I visited the RED Door and they did everything for me...
I did not receive the voucher but was sent to a service provider...”

- b) Step Seven: choice of Three Service Providers:

Here the difference is similar to that reported by the RED Doors above, in that the clients reported that the RED Door appointed the service provider without offering the client a choice. This is illustrated by the following quotation from a RED Door B client:

“... RED Door recommended a Service Provider, in fact all three Service Providers that I eventually needed to use...”

- c) **Steps Eight – Ten: Service level agreement, product sign off and monitoring and advice:**

Here the RED Door B clients reported a range of different steps after they had received their service, with three clients indicating that they were still awaiting feedback:

“.. I have received the service. Now I am not sure what do to...”

The difference in the client service steps followed by RED Door B will need attention and follow-up to ensure alignment with the BSVP processes. However, it was noted that the RED Door B Manager was aware of the differences in the past processes and attributed this in part to the absence of a RED Door Manager for 7-8 months. Since the recent appointment (July 2007) of a manager to this RED Door, it was reported that a specific effort was being made to ensure the consistent implementation of the BSVP. It should also be noted that a targeted effort by the Business Advisors to build clients' awareness and understanding of the ten BSVP steps, particularly those in the client service stream, could assist with the more consistent implementation of the programme.

Service providers

It was established from the service provider and beneficiary responses that the service providers largely follow the expected steps in the service provision process. These steps were specified in the CASIDRA service level agreement (Casidra, nd). These steps included, presented in here summary form:

- a first meeting held with the client to undertake an assessment;
- agreement on what information needs to be gathered by the client;
- at least two meetings are held with the client;
- a report written for the RED Door and
- the final service product produced.

Some variation in the steps was noted in the service providers' involvement of the client in the development of the business support product. These steps were

included to enable the transfer of skills to the client. The service providers were aware of this challenge as outlined in the following quotations:

“.....clients need to be trained before they enter the programme as they do not want to do it (sic) themselves and expect to be spoon-fed (sic)...”

“... the clients do not grasp that they need to contribute to the process themselves...”

This aspect of the BSVP is important to address and strengthen as it was reported by the sponsors to be an important element of the programme in terms of the CoCT and PGWC developmental focus and strategic agenda.

Implementing agent

A review of records and interviews with CASIDRA, which were cross checked for evidence for example, of the expected monthly reports to CoCT, reveals that CASIDRA complied with the intended role of the implementing agent for the BSVP. During the selected period, standard monthly reports were sent to the CoCT with a summary of the number of the vouchers issued and monthly expenditure.

What is working and not working as expected in the programme implementation?

Working as expected

Allocating agents

The responses obtained from the RED Door Managers and Business Advisor, (summarised in Table 15 below) reveal a number of elements that are working well. Only those aspects of the programme that were reported by all RED Doors are reflected in the table below. The main elements which are working well include that the BSVP allows small business owners to improve their businesses and

access opportunities and the RED Doors provide a needed, clear process whereby clients' progress can be tracked. Those clients who are not successful in the BSVP can access other RED Door services.

Table 15

Summary of what is working well in CoCT BSVP implementation as reported by RED Door Managers and Business Advisor

What working well in the BSVP implementation	As reported by RED Door Managers and Business Advisor by RED Door Location			
	RED Door A	RED Door B	RED Door C	RED Door D
BSVP <ul style="list-style-type: none"> • Allows for small business owner to improve his/her business and access opportunities 	√	√	√	√
RED Door Services <ul style="list-style-type: none"> • Single entry point for entrepreneur • Provides a need service to small business • Step-by-step process is clear • Can track client progress • Clients who are not successful can access other services 	√ √ √ √ √	√ √ √ √ √	√ √ √ √ √	√ √ √ √ √

(Source: Interviews with RED Door Managers and Business Advisor, July – September 2007)

The following quotations from the RED Door interviews support these findings:

“... the Voucher is useful and adds value to the clients as they can access the service(s) they need. Without the voucher most clients could not have afforded to access the business support service/s they need”

“.... the RED Door and BSVP steps provide a clear process to follow.....”

Beneficiaries

The clients who were interviewed also identified a number of aspects which were working well from their perspective in terms of the implementation of the

programme. Those aspects that were reported by at least half of the beneficiaries are quoted below, with a minimum of frequency tally of five mentions per aspect. These include:

a) **BSVP:**

“...allowed me to obtain a Feasibility study and Business Plan...”

“...was able to do things myself and learnt a lot...”

b) **RED Door Services:**

“...I received step-by-step-assistance through the process...”

“...good advice given by Business Advisors....who were patient and understanding...”

c) **Service Providers:**

“...provided excellent service...and was professional...”

“ ...always willing to help...”

Service Providers

Over 62% of the service providers interviewed identified that the following was working well related to the BSVP implementation:

“... a good foundation has been set and now there is a need to tighten areas which need attention...”

Positive unintended consequences of the BSVP

Of particular interest and importance to record are the positive unintended consequences of the implementation of the BSVP as identified by the responses of

at least half the RED Door Managers, Business Advisor and the service providers.

Responses with a minimum of four tallies are reported below:

- The BSVP benefits from linkages to RED Doors and established community focus and local projects (e.g. working with communities and councilors in the Urban Renewal Programme).
- The access that the beneficiaries have to the broader package of the RED Door services and activities, especially training (basic business; business plan writing; tender advice) at very reasonable cost (R10 per day).
- The opportunity for service providers to continue business contact with the BSVP clients and offer additional services after concluding the voucher process. More than two thirds of the service providers reported that they continue to services, for example, book keeping, tax advice and mentoring.
- The implementation of the programme has generated business and growth opportunities, for example for service providers. As stated by one newly accredited service provider:

“... the programme has empowered me personally and I was able to start a new business through the process (financial mentoring) ...”

Not working well as expected

The responses received from the RED Door staff and the programme beneficiaries as to what is not working well with the programme implementation are informative. These can assist to identify areas where the programme may not be being implemented as intended and can inform possible improvements to the programme.

Allocating Agents

The main areas are identified in Table 16, with only those challenges reported by all the RED Doors reflected in the table.

Table 16

Summary of Implementation Challenges as reported by RED Door Managers and Business Advisor

Implementation Challenge	As reported by Red Door Managers and Business Advisor by RED Door location			
	RED Door A	RED Door B	RED Door C	RED Door D
RED Door - Clients <ul style="list-style-type: none"> • Many clients have early ideas or are start-up businesses and are not yet ready for the voucher process • BSVP does not yet attract more owners of sophisticated businesses • Managing clients' expectations with regard to access to finance is challenging 	√	√	√	√
Red Door - DataManage database <ul style="list-style-type: none"> • System access and maintenance is a problem • Need to have and use manual records • No technical support 	√	√	√	√
Service Providers <ul style="list-style-type: none"> • Quality of product/s uneven • Advice not a match to client business stage needs • Some clients not involved in product development process • Accreditation of service providers needs attention • No plan to develop service providers 	√	√	√	√
BSVP <ul style="list-style-type: none"> • Conversion of business plans into access to finance is complex and takes time 	√	√	√	√

(Source: Interviews with RED Door Managers and Business Advisor, July – September 2007)

Table 16 highlights the formidable challenge of matching the programme to the clients' needs. On the one hand, it was reported by all the RED Door Managers that from their experience and records at least three-quarters of the BSVP applicants and clients are not yet ready for the programme and need additional introductory business training. At the same time, as has been noted in response to evaluation question one above, the programme currently attracts start-up or survivalist businesses and does not seem to attract more established small businesses.

The DataManage system is another area of the implementation which is not working well and is critical to all aspects of the effective and efficient management of the BSVP .

The Service Providers and their services, is an additional area of concern in relation to the BSVP implementation and will need attention. Selected quotations reflect the BSVP implementation challenges and concerns relating to the service providers as reported by the RED Doors and outlined in Table 16 above:

“ ... Some of the Service Providers are not actively involving the clients in the drawing up of their products i.e. a two-way learning process as is intended...”

“...Service Providers maybe assisting with marketing the Voucher Programme.... but there is potential for a real conflict of interest...”

“... the new Service Providers have not been sufficiently briefed on the Voucher Programme: its orientation, values, process, expectations and invoicing...”

RED Door Managers also highlighted the difficulties experienced by small businesses in trying to gaining access to finance. Once a business plan had been prepared, the next steps of submitting the plan to financial institutions was considered to be a complex and lengthy process.

Beneficiaries

The BSVP beneficiaries responses to the implementation challenges are also informative. The main areas of challenge with regard to the BSVP process mentioned by at least half of the beneficiaries is the length of the time the process takes, as well as filling in forms for loans which is seen as challenging and time consuming. The RED Door staff time constraints were also mentioned by more

than half the beneficiaries who were reported to cause delays and errors in some instances.

Specific mention was made by just under half the beneficiaries of the challenges relating to the non-professional conduct of the service providers, as reflected in the following quotations:

“.... I had to follow up with the RED Door in order to find out what had happened to the Service Provider...I am still waiting to find out and complete the process....”

“.... The Service Providers were very unprofessional; I have had three Service Providers...with the final one assisting me. This caused inconvenience and long delays for my business...”

What monitoring system has been used to assess implementation and how is it being used?

A review of records and site visit records, plus responses revealed that there is no overall, defined system being used for monitoring the programme. Rather there are a number of monitoring activities which take place as part of the implementation process by the implementing agent, CASIDRA, and the allocating agents, RED Doors. The sponsors also monitor the implementation via the monthly reports submitted by CASIDRA.

CASIDRA has a business plan for the overall implementation of the programme. A review of these documents revealed that the monitoring processes are not clearly defined and are implicit versus explicit and detailed. Performance plans for the RED Doors are put in place with the PGWC, with specific targets which are then reported on monthly. CASIDRA also submits monthly reports to the CoCT. These reports reflect the number and type of vouchers issued and the expenditure to date. Some of the challenges CASIDRA is experiencing with the implementation of the BSVP and how these are being managed are also included in the monthly reports

to CoCT. Monthly meetings and site visits are also conducted. With regard to the Service Providers, a monthly meeting is held to review the products produced by the Service Providers, however, from the responses, the service providers reported that other than the submission of their invoices via the Red Doors, they have no contact with CASIDRA. This is a potential gap in the monitoring process which could be addressed.

The DataManage information system is funded by the PGWC. It was planned to be used as the database from which a number of levels of information could be retrieved to assist with monitoring of the implementation of the programme. There have been severe technical and operational challenges with the system and it has not been accessible or operational at times. This has had a negative impact on the accurate capturing of data and its use in the monitoring process.

The responses from the RED Doors indicated that they have set in place a number of monitoring processes, most of which are related to the BSVP process steps and captured in the DataManage system. However, these processes are not documented and the evaluator created a summary of these monitoring processes as a checklist which could be used in future by the RED Doors. Refer to Table 17 below for this checklist.

Table 17

Summary of Monitoring Processes Compiled as Intended and Implemented by RED Door

RED Door Monitoring Process as intended	RED Door Monitoring process as implemented: non-compliance			
	RED Door A	RED Door B	RED Door C	RED Door D
Monitoring Step				
Client data				
<ul style="list-style-type: none"> • Registration form • Client visit data • Client application data • Interview information • Interview results • Post voucher tracking • Post voucher product advice data 		X X		
Voucher data				
<ul style="list-style-type: none"> • Voucher application data • Manager sign off • Client notification • Deposit status • Selected Service Provider • Service level agreement signing • Service Provider appointment data • Number of vouchers per client 		X X X		
Service Provider and product				
<ul style="list-style-type: none"> • Client - Service Provider interaction • Client - Service Provider feedback • Service Provider product review • Service Provider product quality review • Service Provider product sign-off • Service Provider invoice checked • Recommendation to Casidra • Follow up meetings with Service Provider 		X X X		
CASIDRA				
<ul style="list-style-type: none"> • Service Provider product sign off • Invoice and payment • Additional information supplied to Casidra as required 		X		
Plans and management reports				
<ul style="list-style-type: none"> • Annual performance plan • Monthly targets • Monthly reports to Casidra • Monthly reports to PGWC RED Door Manager • Reports per Business Advisor • Reports per Service Provider 	X X	X X	X X	X X

Note: X = not implemented or implemented inconsistently in the Red Door i.e. non-compliance
 (Sources: Interviews with RED Door Managers and Business Advisors, Casidra, PGWC, CoCT July – November 2007; Site Visits July and September 2007).

Table 17 reflects that the majority of the RED Doors complied with the monitoring processes and those areas of non-compliance with the monitoring system are reported. RED Door B is not complying with aspects of the client and voucher data, service provider and product and CASIDRA monitoring processes.

Examples of some of the monitoring processes set in place by the RED Doors for the programme implementation include:

“... we have tightened up on our screening of clients to ensure that they will fit and benefit from the voucher...”

“ ... we have focused some attention on the conversions of business plans and feasibility studies into the next step, usually access to finance...”

“... the introduction of the sign off step of the SP product by the RED Door Manager is an important quality control step in the process...”

From the above, it is evident that there is scope for possible improvement of the monitoring processes, especially in the light of the number of the challenges in the implementation of the BSVP and its complexity.

Evaluation Question 3: The BSVP resource utilisation

How does the utilisation of resources by the implementing agent compare to what was intended?

The focus in this question is on CASIDRA and how the resources have been expended in the conduct of the programme and how consistent it was with the programme management plan (CoCT, 2007)

CASIDRA received R4 million from the CoCT for the implementation of the BSVP over two financial years, namely 2005 - 2007. The funding was subject to three MOUs between the CoCT and CASIDRA. Each MOU had common project objectives, with different components stipulated, namely: funding and targets for the four different types of vouchers; implementation, monitoring and project management as well as specific components, for example, development of service providers and a pilot mentoring voucher.

Table 18 below presents a high-level summary of the service, funding and targets as well as the status of the payment to service providers and the number of vouchers issued as at June 2007. This information was extracted and collated from CoCT and CASIDRA reports and records.

Table 18

Summary of CASIDRA service, funding, targets, payments and vouchers issued June 2007

CASIDRA Service	Funding 2005-7 Rands	Target	Payment to service providers as at June 2007 Rands	Reported number of vouchers issued June 2007
Feasibility studies	1 500 000	400	1 105 175	536
Business plans	787 500	450	156 425	292
Health Check	120 000	120	31 000	50
Mentoring	107 500	215	33 000	95
Subtotal	2 515 000	1185	1 325 600	973
Implementation & monitoring, project management	1 485 500		No details reported	
TOTAL	4 000 000			

Note: Extracted from BSVP and records, reports and available information. Subject to confirmation. (Source: CASIDRA 2006, 2007;)

The total planned funding for the four different vouchers was approximately R2.5 million and R 1.3 million had been paid to service providers by June 2007. This reflects a R1.2 million underspend. The reported number of vouchers is also below target, aside from feasibility studies (see Table 18 above). This is of concern for the implementation of the programme.

In addition, CASIDRA also reports the value of the number of vouchers issued (R2,2 million) which has the potential to be confusing as some of the vouchers have not yet been activated or completed. This will be described in fully in the next section. The more pertinent figure in Table 18 is the R 1 325 000, as this reflects actual expenditure i.e. payments to the Service Providers.

The total number of vouchers disbursed, 973, is also a different to the figure from the DataManage system for the same period, as the CASIDRA figure includes the activations and completions. CASIDRA's reporting is possibly not as clear as it could be and a standard, agreed reporting format could be developed, to assist with the monitoring and tracking of resource utilisation.

Table 19 further highlights the resource and reporting challenge, where information from the DataManage system shows that only eight percent (n=61) of the total of 750 vouchers issued from 1 January 2007 to 30 June 2007 have an activated status (i.e. the voucher has been used or is being used to take up a small business service). Ten percent of the total number of vouchers issued (n=74) has resulted in a completed product or process.

Table 19

Summary of Status of BSVP Vouchers by RED Door 1 January 2006- 30 June 2007.

Facility	Applications	Interviews	Approvals	Issues	Activations	Completions	Cancellations
RED Door A	141	137	85	48	5	9	5
RED Door B	383	368	242	150	2	1	
RED Door C	673	567	514	460	43	47	2
RED Door D	151	147	129	92	11	17	2
TOTALS	1348	1219	970	750	61	74	9
Percentage					8%	10%	

Note: Mobile RED Doors were excluded from the survey: 11 applications, 8 interviews, 9 approvals, 3 issues are excluded from the above table

From a review of CASIDRA monthly reports to the CoCT, there is limited reporting of planned expenditure and possible future risks related to the performance plan.

Reporting could be more closely related to the management plan and MOUs and include all costs and expenditure, for example, on the implementation and monitoring aspects of the budget.

From information available, the BSVP resource utilisation by CASIDRA does not seem to match what was intended in the management plan.

CHAPTER 4

DISCUSSION

In this section, a discussion of the results of the process evaluation is presented. For ease of reference, the presentation will follow a similar format as the results section by using the evaluation questions as a structuring method. However, it should be noted that in some instances, the discussion within one question may also be related to and provide insight into another evaluation question.

Evaluation Question 1: Who is being served by the BSVP? (i.e. is it reaching the intended target beneficiaries of the programme?)

How many clients were served and vouchers issued by the programme in the period January 2006 – June 2007?

Over the selected period, the BSVP had served over 1300 potential clients in the application process and issued 750 vouchers. If one considers the number of applications in relation to the number of vouchers issued, as a 'voucher conversion rate', the average was 56%. Of the 750 vouchers issued, the number which had either been activated or completed was 135.

Given that this was a new programme and needed time to start to deliver its services, the total number of vouchers issued may seem to be a reasonable delivery. However, the 56% conversion rate and the relatively low percentage of 18% completions, indicate that the BSVP has served an apparently low number of clients. In addition, in terms of the targets stipulated in the sponsor and implementing agent MOU for the period, agreed service targets have not been met (aside from the feasibility study), with a variance of 32% under-achievement.

Although there are no directly comparable figures for similar programmes in South Africa, the above information does suggest that the programme delivery in terms of

vouchers issued is low and may not have delivered what was expected by the sponsors and other role players.

The challenges of implementing a new programme can be numerous and of different types (Herman et al., 1978; King et al., 1987; Lipsey, 2007; Mc David & Hawthorn, 2006; Rabie, 2007). It is therefore important for the programme implementing agent and the allocating agents to collate, report on and monitor the types of information provided above. The voucher conversion rate, completion percentage and variance against targets provide useful sources of information to assist in the implementation and management of the BSVP.

How many clients participating in the BSVP come from the target population?

The results indicate that the CoCT BSVP target population is very broad and not clearly defined or documented in any of the programme records. There seems to be a mixture of the targeted population for the programme. Both measurable demographically related variables (for example, women, youth) and immeasurable small business entrepreneur terminology (for example, potential entrepreneurs; existing businesses with job creation or growth potential; and start-up entrepreneurs) are used.

The BSVP beneficiaries over the study period were either from the Black or Coloured groups, with 92% of the vouchers issued to these groups. In the context of the CoCT Business Support Policy (CoCT, 2003) and in terms of the developmental objectives of local government and the CoCT, it is presumed that the majority of the targeted beneficiaries should be from previously disadvantaged groups and by implication, the target population.

As reported by the BSVP allocating agents, over the selected period, the business beneficiaries were those from two of the four specified main beneficiary business types, namely potential entrepreneurs and start-up entrepreneurs. However, as noted above, these types of entrepreneurs are not clearly defined. As a result, in order for the programme sponsors to be confident that the participating clients are

indeed from the target population and the target is being reached, attention will need to be paid to this aspect of the programme.

Do the number of actual recipients and their characteristics or profile match the expected numbers and target beneficiaries intended by the programme?

The results of the process evaluation have indicated that the BSVP is starting to reach the women target beneficiaries, with 33% of the CoCT BSVP vouchers issued to women over the selected period. Thus, there is some progress towards achieving the programme target of 50%.

The disabled are well below the intended 10% targeted beneficiaries, with just under 1% benefiting from the small business access and interaction.

The youth target should be excluded from the beneficiaries as the BSVP programme has been specifically designed to cater for sections of the market not covered by other programmes (i.e. the above 35 year old age group).

It is evident that lack of a clear definition of the target population will have an impact on whether the implementing and allocating agents, or sponsors can establish whether the actual recipients of the vouchers are in line with the intended beneficiaries. This is a fundamental aspect to address in terms of the implementation of the programme and its later phases of outcome and impact assessment.

The types of small business targets, for example, "potential entrepreneur", "existing businesses" and "start-up entrepreneurs", are broad terms and open to wide interpretation. The risk is that every client is seen to be in one category in the implementation process, which could have negative results as there is insufficient differentiation of the applicants' needs and their match to the programme's services and products.

Given the importance of defining the target beneficiaries of the programme and in order to strengthen its implementation, it is proposed that consideration be given to refining the definitions of BSVP target beneficiaries.

In an extensive, seminal survey of small businesses in the Gauteng Province recently released (Africa Response, 2006), it is noted that South Africa does not follow international categorisation of small businesses. This categorisation is into two categories, one at the entry level, namely, micro and small (MSEs), and one at the more developed level, namely, small and medium (SMEs). Of specific relevance to the BSVP is the observation that “while South African [small business] definitions have been detailed, they have been varied and have not resulted in effective targeting of services to SMMEs” (Africa Response, 2006, p.8). The research refined and segmented small businesses and provided seven categories of small businesses using a Business Sophistication Measure (BSM). The categories have some potential to assist the CoCT and the BSVP programme role-players to define the BSVP target beneficiaries. However, on closer review by the evaluator, it was established that Africa Response also did not provide a clear definition of these categories. They simply listed the questions and the broad characteristics used, with generic numbers (for example, BSM1). One of the Gauteng small business research findings is that there were a large number of survivalist businesses (BSM Levels 1-4). A smaller number of emerging businesses were found which were considered to be a “zone of transition” (BSM 5-6) and few established businesses (BSM 7) (Africa Response, 2006, p.85).

It is therefore proposed that the BSVP programme target beneficiaries be refined into three categories:

- Candidate entrepreneur
- Emerging business
- Established business

The above categories would align more closely with international definitions and the segmentation of small businesses in South Africa, as well as the CoCT

Business Support Policy which identified surviving, emerging and growth orientated and globally competitive businesses (Africa Response, 2006; CoCT 2003). The three categories could be defined further and made measurable by using the Africa Response defining characteristics for example: location; turnover, employment. For instance, a candidate entrepreneur could be defined as having a business which has no fixed location, a turnover of under R30 000 per annum (2006 prices) and employs 5 or less staff.

The above categories could then allow for the RED Door service offering, the voucher products and the service providers to be more closely aligned to the needs of the entrepreneur and provide for progression from entry level to the more sophisticated business. For example, the candidate entrepreneur could undergo specific general training and then receive a voucher for business skills training. Once completed, there would be an assessment to advise on the options and next steps further in terms of the emerging entrepreneur process or an alternative option.

Defining the targets and indicators of the programme success is also important in terms of a later outcome and impact evaluation of the programme. What is considered BSVP programme success should be clearly defined to ensure that the programme implementation aspects strengthen this element in order to achieve intermediate outcomes. There is a need to define and measure the intermediate outcomes, not only the number of vouchers issued, access to finance, or hours of business support services received, but also the increase in business knowledge, skills and techniques (Rossi et al., 2004). Monitoring of beneficiaries at one, three and five year intervals could provide a more longitudinal analysis of outcomes and potential impacts. The CASIDRA and CoCT MOU (CASIDRA, 2006), indicates that selected indicators of success are identified. However, these are mixture of overall programme and implementation agent success indicators and there was no record of any reporting in terms of these indicators.

Evaluation Question 2: What services are being offered by the programme and are these consistent with the programme plan specifications?

What do the participants actually do and what do they experience? Is this consistent throughout the implementation sites?

Type of service

The BSVP offers four types of services through the allocation of a matching voucher to qualifying applicants, namely, feasibility studies, business plan, business health check and mentoring. During the selected period, the types of vouchers issued were for feasibility studies (57%), business plans (28%) and mentoring (10%). All services are available to qualifying clients at all four RED Doors. This is consistent with the programme plan specifications.

Whilst this information does indicate a spread of type of services, the relatively low number of business plan vouchers is of concern. This finding is also supported by the information presented in evaluation question one, where most of the beneficiaries are start-ups businesses and only 18% of the BSVP vouchers issued have an activated or completed status.

Allocating agent services

From the review of the planned programme implementation using the RED Door detailed service utilisation flow charts, the BSVP is largely being implemented as intended. This is important for the effective delivery of the programme.

The RED Door programme service stream was implemented consistently across the four allocating agents' locations following the ten steps closely, aside from three steps. The majority of the RED Door deviations may be considered as slight improvements to the programme through additional quality controls.

The majority of the programme beneficiaries are receiving a similar service across the implementation sites. The client stream of the service utilisation flowchart revealed that RED Doors A, C and D all followed ten steps in the client process closely and consistently, which is a strength of the BSVP implementation. However, as reported by the beneficiaries, Red Door B appears to have implemented the BSVP differently from the other RED Doors at most of the client service steps. These include:

- a combined application, interview and voucher approval step;
- inconsistent client feedback and monitoring steps; and
- recommendation of service provider rather than presentation of choice of service provider to client.

This will need attention and review to ensure consistency and alignment with the other RED Door programmes processes and procedures.

Service providers

The BSVP has a pool of at least 32 active service providers, who on receipt of the voucher from the client then provide the small business services. Each of the service providers offered at least two of the main BSVP business support services and followed the required steps in the process with the client.

An observation from the information provided by service providers is that they receive clients mainly through RED Doors B and C. Whilst these two RED Doors cover a large geographical area in which the majority of the residents of Cape Town live, it is suggested that the allocating agents reinforce the opportunity for clients or beneficiaries to receive the range of BSVP services, via RED Door vouchers, from any of the RED Doors and service providers.

Service providers largely follow the expected steps in the service provision process, as specified in the CASIDRA service level agreement . However, some variation in the steps was noted as to whether and how, the service providers involved the client in the development of their business support product.

As this skills-transfer element of the programme is important to the sponsors, it will be important to incorporate more formally into the programme. Possible ways to do so include more detailed briefings to service providers and the provision of detailed guidelines on the expected skills-transfer outcomes per type of voucher.

What is working and not working as expected in the programme implementation?

What is working as expected

BSVP

The results as reported by the allocating agents, beneficiaries and service providers, indicate the element of BSVP that is working well is that the programme allows the small business owner to improve his or her business and access business opportunities. This is encouraging and in line with the South African public sector strategy and policy to develop and support small businesses (Africa Response, 2006; Centre for Development and Enterprise 2007; CoCT, 2003; National Small Business Amendment Act 29 of 2004; World Bank, 2007)

Allocating Agents

The allocating agents (RED Doors) provide a single point of entry for the applicant and entrepreneur and a step-by-step, clear process to follow in the programme (i.e. from initial assessment to sign off of the final product). The programme process also assists with guiding the client through the various steps of the development process. Clients who are not successful with their application for a voucher can also access other services offered by the RED Doors. The allocating agent can also monitor and track the client's progress, through the business development process.

Unintended positive consequences of the BSVP

It is a strength of the implementation of the programme that positive unintended consequences could be identified. These include a local focus and a close link of the BSVP to communities, councilors and other programmes, for example, the Urban Renewal Programme. Africa Response (2006) highlighted the importance of these linkages to survivalist businesses in Gauteng.

For the service providers, the BSVP offers a mechanism to develop new longer-term customers as the client may request continued assistance and support after concluding the voucher process. More than two thirds of the service providers reported that they continue to offer services, for example, book keeping, tax advice and mentoring.

The implementation of the BSVP has generated business and growth opportunities for service providers and BSVP clients, as stated by one beneficiary: ".....without the BSVP I would not have been able to start my business ...". One newly accredited service provider also noted that the "... the programme has empowered me personally and I was able to start a new business through the process (financial mentoring) ...".

The positive unintended consequences have the implication that the RED Door service is making every effort to achieve the goals of the programme. Encouragingly, the programme is not viewed as an isolated addition.

The intended emphasis in the programme is on demand driven services (i.e. the services that the clients need). In terms of the BSVP, the results suggest that it is a demand driven service as implemented. However, as reported from the responses, it is also important to consider the critical supply side element of the programme, (i.e. how and who provides the services). It is important to keep the emphasis on a demand driven approach in the BSVP as the World Bank also noted this as a strength in their research of small businesses in South Africa (World Bank, 2007).

What is not working as expected

BSVP

The process evaluation also revealed the nature and extent of the challenges facing the programme. One of the main challenges as reported in the evaluation, is matching the programme to the clients' needs. On the one hand, it was identified that approximately 75% of the BSVP applicants and clients were not yet ready for the programme or needed additional training. At the same time, the BSVP did not seem to attract more established small businesses.

This challenge is not unique and the research on Gauteng SMMEs found a similar challenge, which led Africa Response (2006) to conclude that "...support for the lower BSM entities will require longer term strategies and significant resources. Whilst the higher BSMs are likely to be adequately equipped and stimulated through shorter term initiatives" (p.89). This implies that the CoCT BSVP should possibly review and differentiate its service offering with more structured, smaller step business training for the survivalist businesses (candidate and emerging entrepreneurs) and set in place some strategic, targeted skills development and technology focused training for established small businesses (Africa Response, 2006; CDE, 2007).

An additional challenge was the complexity of completing the final stages of the BSVP process. For example, it was reported that some beneficiaries who have a business plan, struggle to access funding from a financial institution. CASIDRA was aware of this particular challenge and was working closely with a range of financial institutions to explore options to address the issue.

Service providers

The service providers and the services they provide, is an additional area of concern in relation to the BSVP implementation and will need attention. From the

responses of the allocating agents and the beneficiaries, it was reported that the quality of the service provider products was varied and uneven. In some instances, the advice did not match the clients' needs or stage of business. As noted above, some clients were not involved in the business product development process and at the end of the programme, were unsure of how to proceed. These aspects of the service provider service will need to be reviewed and adjusted accordingly.

One way of strengthening the BSVP in terms of the service providers, is to re-examine the accreditation of service providers and to link the process more closely linked to programme goals and services. In addition, consideration could be given to producing a formal plan for the development of service providers (short and longer term through continuous learning).

With a multi-stakeholder programme of this nature, the range and complexity of challenges may be expected to some extent. However, it is important that the main identified challenges are confirmed and agreed, and a plan developed to address these. Failure to do so will ultimately undermine the implementation of the programme.

What monitoring system has been used to assess implementation and how is it being used?

The results indicate the programme is monitored in an unsystematic way and without any structure or alignment between the BSVP role players. A reporting and monitoring framework needs to be developed and fully integrated into the programme processes. This would ensure that CASIDRA and RED Doors are able to access, present and use the data and information in strategic and management processes.

In addition, CASIDRA could possibly conduct more on-site visits and meetings with the service providers to strengthen programme communication processes, quality controls and support the intended developmental focus of the programme.

The importance of the monitoring system is fundamental to the programme implementation success as it allows for the assessment of how much of the intended programme each beneficiary is receiving. Currently, information related to this aspect is not easily accessible. It will be important to develop an integrated monitoring framework and clear processes for the BSVP (Lion et al., 2006)

This is not a unique challenge to the BSVP. The World Bank (2007) noted that comparable benchmarks are not readily available for the wide range of types of public sector support programmes, including business advisory services.

Monitoring of small business programmes is not as strong and as well developed as it could be (CDE, 2007; Rogerson, 2006; Worldbank, 2007).

As a start, it is suggested that the RED Doors put in place a number of monitoring processes, most of which are related to the BSVP process steps and captured in the DataManage system. These processes were not documented and the evaluator created a checklist of the monitoring processes which could be used in future.

Evaluation Question 3: What resources have been expended in the conduct of the programme and are these consistent with the programme management plan?

How does the utilisation of resources by the implementing agent compare to what was expected?

Allocating agent

The resources expended on components of the implementation of the BSVP were reported to the CoCT, however some of the figures used by CASIDRA were confusing. For example, the value of the vouchers was reported rather than the expenditure on the various components of the BSVP, including their own implementation and monitoring expenditure. This did not allow for easy tracking of

resource expenditure in relation to the project plan. The basic monthly reporting requirements were complied with and very limited additional management or programme implementation information supplied to the sponsors.

From the information available in the selected period, the planned budget for the BSVP had not been spent and the targets for vouchers had not been met (aside from the feasibility studies target). This is of concern to the implementation of the programme.

Consideration should be given to developing a more refined and detailed reporting framework and format. Information on the voucher conversion rate and the completed vouchers as outlined in sections before could be included as a possible starting point. A first step in developing the refined reporting framework could be to identify the expected users of the programme resource information (Kellogg Foundation, 2004) and to map these and ensure these needs are able to be fulfilled through the current processes.

The status and future of DataManage system should be also be considered and reviewed in order to support the optimal management and reporting of the BSVP resources. Reliable information is a critical component of the BSVP. Later reports are that the system is stabilising (CASIDRA, May 2007). However, getting this system to work consistently would assist CASIDRA and the RED Doors with their programme implementation and monitoring services and processes fully.

Recommendations for the improvement of the BSVP based on what has been learnt from the implementation evaluation of the BSVP

The dissertation has identified a number of possible improvements. However, it is recommended that the following are considered in particular:

Small business development research

The stages of development of small businesses and the process that small businesses go through from an initial concept or idea to an established, sustainable business need more research and attention. This is especially needed in South Africa, which has a large distinction between the developed (formal, first) economy and developing (informal, second) economy (Africa Response, 2007; CDE, 2007; World Bank, 2007).

A more refined understanding of the small business development process and the broader constraints which impact on the process would assist to position the BSVP in the small business development process in a more defined and clear way (CDE, 2007).

Strengthen the BSVP programme theory

Whilst the small business development research is in process, the recommendations below could have some shorter term positive influence on strengthening the BSVP implementation.

The focus of this evaluation was a process evaluation. However, Rossi et al. (2004) highlighted that a programme's theory is important as it is the foundation on which the remaining elements of the programme rest. A programme's theory is the rationale of the problem to be addressed and what needs to be done to bring about the intended changes and benefits. It is the logic that connects the programme activities to the planned outcomes (Rossi et al).

The BSVP is complex. This implementation evaluation presented information which suggests that the programme theory should be strengthened. The BSVP targets were not clearly defined and although a number of vouchers were issued during the selected period, the voucher activation and completion ratio and the voucher conversion rate are low.

It will be important for the BSVP sponsors and role-players to review and agree on the BSVP programme theory. This may include, but is not limited to:

- clearly articulating a consensus view on what problem/s the BSVP seeks to address i.e. a detailed needs assessment;
- reviewing the programme's goals and objectives;
- articulating the programme assumptions and expectations;
- assessing the nature of the expected change process and if this is plausible, for example, how exposure to small business development services will support a business owner to grow his/her business.
- reviewing the adequacy of the programme activities and planned outputs and outcomes (Rossi et al. , 2004).

Put in place monitoring processes for the BSVP

This process would start with putting in place the programme monitoring checklist for the BSVP allocating agents (RED Doors) as developed by the evaluator. This would assist immediately to support the programme implementation processes.

A review of the all the current BSVP monitoring processes could follow and advice given to the sponsors and CASIDRA on what needs to be put in place in both the short and long term for the monitoring and evaluation of the programme.

This should take the form of a practical, usable, economic, value adding framework and processes for immediate implementation. An additional aspect to include would be the processes and systems required for the programmes resource management and reporting requirements.

Service providers

There are a range of actions that could be put in place with regard to the service providers. For example, the BSVP's developmental focus, which has an empowerment approach i.e. to involve the client in the learning process of

developing the product needs to be further clarified and put in place. Service Providers could be trained in facilitation processes to assist clients more effectively. This training could be complemented with the development and use of guidelines for service providers and the allocating agents.

It is suggested that the implementing agent, CASIDRA, ensures that there is a pool of service providers, with a range of skills, available to service the BSVP, in order to be able to service the range of potential BSVP beneficiaries (i.e. entry level/start up to more specialist or established businesses). The suggested three categories of candidate, emerging and established businesses could be used as guide to the different small business development services needed.

The accreditation process of service providers needs to be reviewed and the success record of each service provided recorded (e.g. the number of loans the client has accessed).

Refined programme processes should be developed to include follow-ups and debriefing of each Service Provider by either the RED Door or CASIDRA on the clients' progress in terms of the voucher service received and stage of business development.

Put in place a standardised client assessment process for the RED Doors

The match of the client to their business needs and type of voucher needs to be strengthened. It is suggested that clear guidelines and standards be developed and implemented to ensure that a voucher is not issued unless the client has undergone some basic business awareness and business development training (WHO, 2007). In this way, the programme may have a better chance of working as intended (i.e. to develop small business skills).

The challenge remains the large volume of potential entry level or survivalist businesses or beneficiaries. The inclusion of a business development training

voucher or vouchers would support the standardised client assessment processes outline above. It would also assist some of the survivalist beneficiary category to start to progress along the small business development continuum.

Preparation of BSVP business process documentation

It is recommended that some of the fundamental programme and business processes, particularly of the allocating agents, are documented in accessible, user-friendly guidelines and manuals. This would assist to strengthen the record keeping and provide a solid basis of the monitoring processes. The additional benefit would be that it could potentially strengthen service continuity at times of staff turnover at the RED Doors and provide a credible basis for the programme's sustainability.

The improvement of record keeping and monitoring of those clients who have received vouchers is suggested, especially those clients who have activated and are completed their vouchers and are entering into the finance stream. Records, which can be linked through the use of a business address or beneficiary location to a Geographical Information System (GIS) are useful. They allow a link to be made to the BSVP target population and needs, as well as to allow the assessment of the BSVP coverage more accurately i.e. the number of BSVP participants in relation to the number of those who have a need for the programme (Rossi, Freeman & Wright, 1979)

Limitations of the evaluation

These recommendations are made in the context of three main limitations, which should be considered:

- Whilst every effort was made to source and access as much BSVP data, information and records, some reports and other data sources were either unavailable or not accessible.
- It was not possible to obtain a representative sample of service providers and beneficiaries. The uneven records meant that some service providers and beneficiaries could not be traced or contacted. In addition, some service providers or beneficiaries who were contacted did not make themselves available to be interviewed, despite numerous attempts.
- Not all data could be accessed. For example, whilst access was given to some of the service provider products (e.g. a business plan), the research could not access the reports prepared by each service provider regarding their clients due to confidentiality considerations. This meant that the evaluator was not able to verify if these reports are submitted or assess their quality.

The process evaluation of the City of Cape Town Business Support Voucher Programme has highlighted some positive aspects of the implementation. However, as the programme is refined, it will be important to address the challenges that may compromise the future effectiveness of the programme. Consideration should be given to implementing the proposed recommendations of the evaluation, in order to strengthen the intended BSVP effects and further support small business development in Cape Town and South Africa.

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Appendix A Interview Schedules

Appendix A 1 Interview Schedule : Sponsors, Implementing Agent, Allocating Agent, Accreditation Agent

THE CITY OF CAPE TOWN BUSINESS SUPPORT VOUCHER PROGRAMME (BSVP)

Introduction

The City of Cape Town (CoCT) funds the Business Support Voucher Programme. The purpose of this study is to evaluate the implementation of the programme. The study forms part of a Research Report for the University of Cape Town to be submitted for a Masters Degree.

The individual information from the study is confidential and will be treated strictly as such at all times. The research and use of the information is guided by ethical standards and protocols.

No specific reference will be made to any individuals, nor will specific persons be mentioned by name.

Do you agree to the information gathered from your responses being used for this research and that you acknowledge that you are participating in this study of your own free will? Yes/No

If you have any question or query about the research further information can be obtained from: Carol Wright Tel: 021 -- 483 9023

SPONSORS

Interview Schedule: No

Date:

IMPLEMENTING AGENT

ALLOCATING AGENTS

ACCREDITATION AGENT

Name:

Organisation:

Department:

Gender

Male

Female

Ethnic Group

Black

Coloured

Indian

White

How old are you? Indicate in years.....

Section A: Objectives of the City of Cape Town BSVP

1. What are the objectives of the BSVP programme as you understand them?
2. What informed your approach to the development of the programme ?
3. Please describe your role in the programme?

Section B: Programme Development

3. Please describe the process that was followed to develop the programme?
4. What were the challenges in this process?
5. Please describe any opportunities presented by the programme development process
6. Who is involved in implementing the programme?

Section C: Programme Services and Activities

9. Who are the programme clients?

10. Please describe the process for redeeming a business support voucher.

11. How has the programme progressed?

12. Please describe any challenges experienced as the programme is implemented?

13. What are some of the key lessons learnt in the process?

Section D: Monitoring and Reporting

13. How is the programme monitored and who does this?

14. Do you get feedback from the clients and on their experience and the products produced by the programme?

15. How do you see the programme in the future?

Section E: Implementing Agent only:

Section D: Allocating Agents only

1. Please describe in detail how you allocate the business support vouchers?
2. What do clients do when they visit your offices?
3. Please list the services which are not part of the voucher programme?
4. What system do you use to capture information?
5. How often do you review the relevance of the services provided?
How would you gather this information?
6. What would you say are the key:
 - challenges for the programme from your role and perspective?

 - successes of the programme from your role and perspective ?
7. What has worked well for you in the BSVP as a whole?
8. What has not worked well for you in the BSVP as a whole?

Section D: Accreditation Agent only

1. Please describe in detail how you accredit the service providers for the business support voucher programme?

Appendix A 2 Question Schedule: Beneficiary

THE CITY OF CAPE TOWN (CoCT) BUSINESS SUPPORT VOUCHER PROGRAMME (BSVP)

Introduction

The CoCT funds the BSVP.

The purpose of this study is to evaluate the implementation of the programme. The study forms part of a Research Report for the University of Cape Town to be submitted for a Masters Degree.

The individual information from the study is confidential and will be treated strictly as such at all times. The research and use of the information is guided by ethical standards and protocols. No mention will be made to specific persons by name.

Do you agree to the information gathered from your responses being used for this research and that you acknowledge that you are participating in this study of your own free will? Yes/No

BENEFICIARY

Interview Schedule: No

Date:

Name:

Company:

Section A: Beneficiary

1 Gender

Male

Female

2. Ethnic Group

Black

Coloured

Indian

White

3. How old are you? Indicate in years.....

4. What is your formal education and/or and business experience:

a) Qualifications/degrees/certificates

whenwhere

b) Experience.....

5. Where do you live?.....

6. If you have a business or offices:

- a) How old is the business? Indicate in years.....
- b) Where is this business located?
- c) What service/s does your business offer?
- d) How many staff do you employ?.....
- e) What is your estimated total turnover per year (in Rands)?.....

Section B: Business Services to Beneficiary

7. How did you hear about the BSVP?.....

8. Which RED DOOR/Business Support Office did you go to?

9. Please describe what you did on your first visit?

10. Why did you go to the RED DOOR? What type of information or assistance do you need?

11. What happened after your first visit and what were you required to do?

12. Did you obtain a voucher or vouchers? Y/N.

If yes, for which services and when?

Service/s.....

When.....

(Continue with Q 13)

If no, how did the RED DOOR/ Business Support Office assist you?

(Go to Section C, Q. 19)

13. In using the voucher, how did you choose the Service Provider to assist you?

14. Briefly describe the interaction, service and final product you received from the Service Provider.....

Interaction.....

Service.....

Final Product.....

15. How long (in weeks/months) did the process with the Service Provider take?.....

16. Did the RED DOOR Business Advisor contact you during this time?

17. How and when did you feedback to the RED DOOR Business Advisor?

18. What has happened since you have obtained the services from the Service Provider?

.....
.....
Section C: Successes, challenges and improvements

19. What has worked well for you from interacting with the RED DOOR/Business Place ?

.....
.....
.....
.....

20. What has not worked well for you from interacting with the RED DOOR/Business Place ?

.....
.....
.....

21. What has worked well for you from the Service Provider and his/her service?

.....
.....
.....
.....

22. What has not worked well for you from the Service Provider and his/her service?

.....
.....
.....
.....

23. What has worked well for you in the BSVP ?

.....
.....
.....

24. What has not worked well for you in the BSVP ?

.....
.....
.....

Thank you for your time and assistance

Appendix A 3 Question Schedule: Service Provider

THE CITY OF CAPE TOWN BUSINESS (CoCT) SUPPORT VOUCHER PROGRAMME (BSVP)

Introduction

The CoCT funds the BSVP.

The purpose of this study is to evaluate the implementation of the programme.

The study forms part of a Research Report for the University of Cape Town to be submitted for a Masters Degree.

The individual information from the study is confidential and will be treated strictly as such at all times. The research and use of the information is guided by ethical standards and protocols. No specific reference will be made to any individuals, nor will specific persons be mentioned by name.

Do you agree to the information gathered from your responses being used for this research and that you acknowledge that you are participating in this study of your own free will? Yes/No

If you have any question or query about the research further information can be obtained from: Carol Wright Tel: 021 – 483 9023

=====

SERVICE PROVIDERS

Interview Schedule: No
Date:

Name:

Company:

Section A: Objectives of the City of Cape Town BSVP

7. What are the objectives of the BSVP programme as you understand them?

8. What is your role in achieving these objectives?

Section B: The Service Provider background

3. Gender

Male

Female

1. Ethnic Group

Black	Coloured	Indian	White
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5. How old are you? Indicate in years

6. How long have you been a Business support service provider:
 - a) Overall – in general. Indicate in years

 - b) For the BSVP specifically. Indicate in years.

7. What is your formal education and/or and experience:
 - a) Qualifications/degrees/certificates
 whenwhere
 - b) Experience.....

8. How did you hear about the BSVP and become part of the programme?

9. Please describe the process you completed to become accredited for the BSVP

10. Do you have contact with Swiss Contact and around which matters?

Section C: Business Services to BSVP Client and Client

11. Please describe how a client who has received a voucher via the BSVP accesses your service?

Which RED Doors/The Business Place do you service?

12. What process or processes do you go through with the client?

Where do you meet the client and how often?

13. What is the end product/s of your service for the client?

14. Over what period is the service offered to the client?

15. How is your service for the client concluded:

a. With Casidra?

b. With the Red Door/The Business Place?

16. How many clients with vouchers from the BSVP have you provided services for in the period January 2006 end June 2007?

17. Are there clients who did not complete the process with you? Y/N

If yes, what are the reasons.

9. Do you have contact with the client after the BSVP processes have concluded and around which matters?

Section D: Successes, challenges and improvements

10. What has worked well for you in your provision of service to clients ?

11. What has not worked well for you in your provision of service to clients ?

12. What has worked well for you in the BSVP?

13. What has not worked well for you in the BSVP ?

Thank you for your time and assistance

Appendix B: CoCT BSVP List of Records and Reports

The list of the main records and reports accessed and consulted is presented by the author or data provider. Records or reports are not listed twice, although similar records or reports may be kept by the data providers. In order to make the records list more manageable, in some instances, a file reference is used.

1. CASIDRA

Business Support Voucher Programme Client Reports Files: 2006-2007

Business Support Voucher Programme RED Door Files: 2006-2007

Business Support Voucher Programme Plan 2007

Business Support Voucher Programme Plan 2006

Business Support Voucher Programme Plan 2005

Business Support Voucher Programme Operational Plan 2006

Business Support Voucher Programme Operational Plan 2005

Business Support Voucher Programme Quarterly reports and financial statements:

January 2006

March 2006

June 2006

September 2006

January 2007

March 2007

June 2007

Business Support Voucher Programme Review Plan 2006

Correspondence file CT: Casidra and City of Cape Town: July 2006 – June 2007

Internal memoranda: Business Support Voucher Programme:

10 August 2005

23 April 2006

18 May 2006

16 July 2006

23 September 2006

Memorandum of Agreement: Casidra and Swiss Contact 23 January 2006

Memorandum of Agreement: City of Cape Town and Casidra September 2005

Memorandum of Agreement: City of Cape Town and Casidra April 2006

Memorandum of Agreement: City of Cape Town and Casidra September 2006

Monthly reports to the City of Cape Town:

January 2006	January 2007
February 2006	February 2006
March 2006	March 2006
April 2006	April 2006
May 2006	May 2007
June 2006	June 2007
July 2006	
August 2006	
September 2006	
October 2006	
November 2006	
December 2006	

Service level agreement: Casidra and Service Provider

Service Provider agreements (signed examples, September 2006)

2. City of Cape Town: Department of Economic and Human Development

Briefing document: Mayoral Launch September 2006

Business Support Voucher Programme Brochure (Afrikaans, English, Xhosa)

Business Support Voucher Programme Casidra Report Files: 2006-2007

Business Support Voucher Programme Communication materials (Afrikaans, English, Xhosa)

Business Support Voucher Programme Report Files: 2005-2007

City of Cape Town's Business Support Voucher Programme 25 October 2005
Economic and Human Development Department Internal Working Document:
Business Support Voucher Programme August 2005

Correspondence file: City of Cape Town and Casidra: August 2005 – June 2007

Correspondence file: City of Cape Town and Provincial Government of the
Western Cape: 2006 – 2007

Management and Operational Plan: City's Business Support Voucher
Disbursement Programme, 22 August 2005

Memorandum of Understanding between CoCT and Casidra:

December 2005
April 2006
July 2006
July 2007

Minutes of Business Support Voucher meetings:

6 April 2006
16 February 2006
31 July 2006
28 August 2006
12 October 2006
19 November 2006
23 January 2007
19 March 2007

Report to Economic and Social Development and Tourism Portfolio Committee:
Development and Implementation of the City of Cape Town Business
Support Voucher Programme, 9 November 2005

Report to Economic and Social Development and Tourism Portfolio Committee
Progress Report: April 2006 and August 2006

Report to Economic and Social Development and Tourism Portfolio Committee
Progress Report: March 2007 and August 2007

Report to Mayoral Committee: August 2007

3. DataManage

Description of the DataManage System and Services (Version 10), 30 January
2006

Extracts of data, lists and reports from DataManage for BSVP and RED Doors:
January 2006
June 2006
January 2007
May 2007
June 2007

Second Phase deployment in support of Red Door Centres in the Western Cape,
30 January 2006

Special Contract Service Level Agreement: Provincial Government of the Western
Cape and DataManage, 9 December 2004

4. RED Doors

Business Support products: 2006- 2007

Business Support Programme data, lists and extracts:

January 2006

June 2006

January 2007

June 2007

Business Support Voucher Programme Guidelines

Client lists: 2006 – 2007

Client records files: 2006 – 2007

Service provider lists: 2006 - 2007

Service provider reports: 2006 - 2007

5. Swiss Contact

BSVP Accreditation briefing documents

BSVP Training manual

List of service providers:

January 2006

December 2006

June 2007

Appendix C : CoCT BSVP RED Door Site Visit Check List

RED Door: _____

Date: _____

Time: _____

Duration of visit: _____

Visit Number: _____

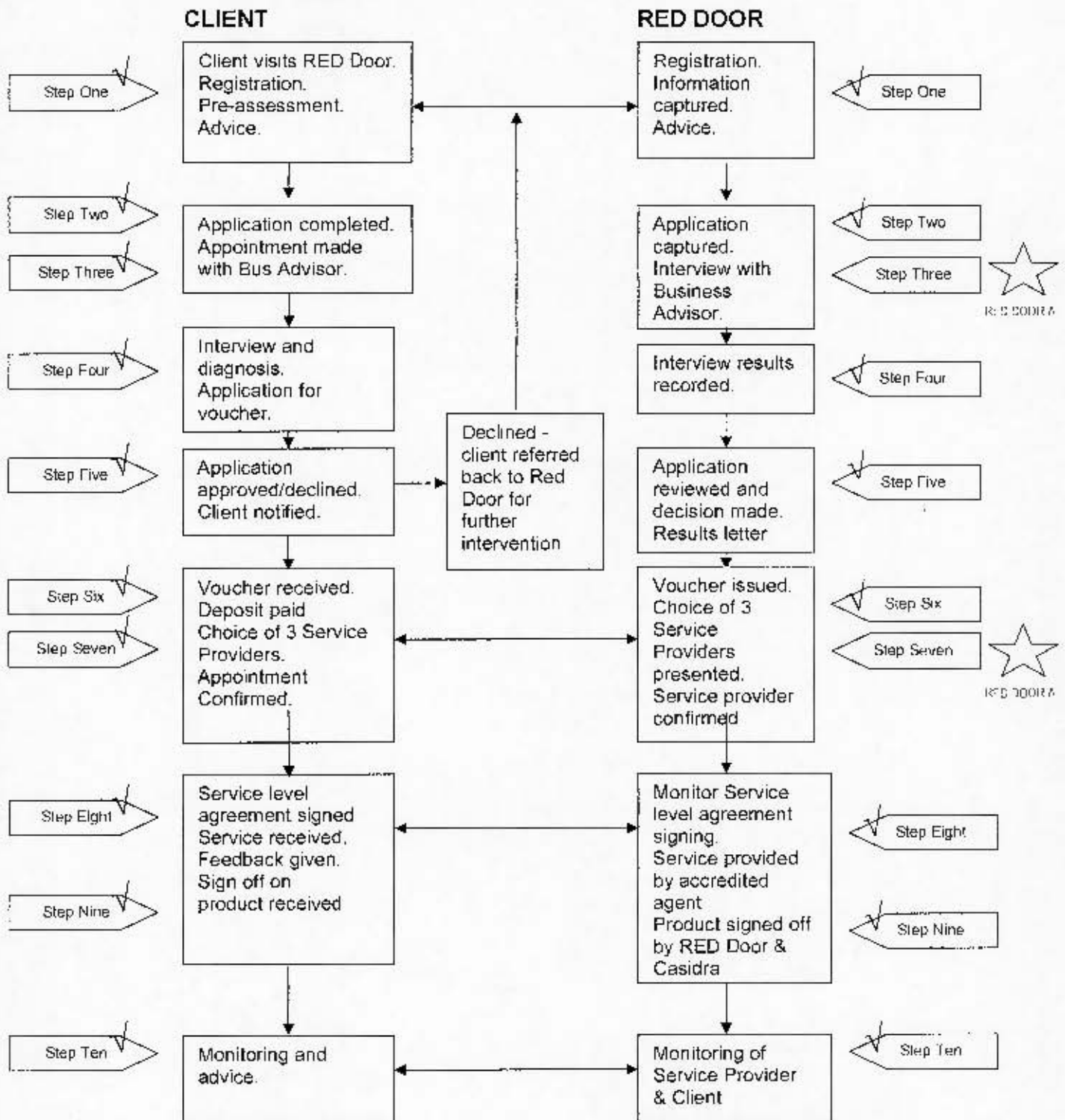
Site Visit Check List	Score 1-5 (1= poor/not present; 5 = very good/excellent facility)	Notes
1. RED Door Location <ul style="list-style-type: none"> • Access: <ul style="list-style-type: none"> - foot - bus - train - taxi - car • Parking • Proximity to other facilities 		
2. RED Door Office <ul style="list-style-type: none"> • Visibility • External signage • BSVP Posters • Reception • Waiting area • Office cubicles • Closed offices • Meeting rooms • Training room • Computers • Other facilities: 		
3. SMME Information <ul style="list-style-type: none"> • BSVP brochures & materials • Other SMME support material • Other materials • Notice board for tenders • Other 		
4. RED Door records <ul style="list-style-type: none"> • Contact lists • List of clients • List of Service Providers • BSVP status list • BSVP reports • Client reports • Client files 		
5. Additional Observations		

Observer Check List	Tick	Notes
1. RED Door Staff		
<ul style="list-style-type: none"> • Manager • Business Advisors • Support Staff 		
2. Applicants		
<ul style="list-style-type: none"> • Number • Appointment/visit process 		
3. Registration Process		
<ul style="list-style-type: none"> • Introduction • Complete forms • Stage of process • Appointment or visit • Duration • Conclusion • Next steps 		
4. Business Advisor: Client initial visit		
<ul style="list-style-type: none"> • Review and confirm information • Explain RED Door and services • Request details of proposed business/needs • Applicant describes needs • Questions of clarity • Information on needs and services and match • Explanation of BSVP and process steps • Make an appointment for assessment • Information required to supplied by client • Complete documentation • Access BSVP materials • Duration • Information capture • Other 		
5. Business Advisor: Client Assessment Visit/Interview		
<ul style="list-style-type: none"> • Access record • Confirm stage and information • Review information • Questions • Suggestions • Interaction with client • Clarification by client • Summation • Capturing information • Other 		
6. Business Advisor: Voucher Issue		
<ul style="list-style-type: none"> • Information review • Information used/accessed • Consultation • Feedback 		

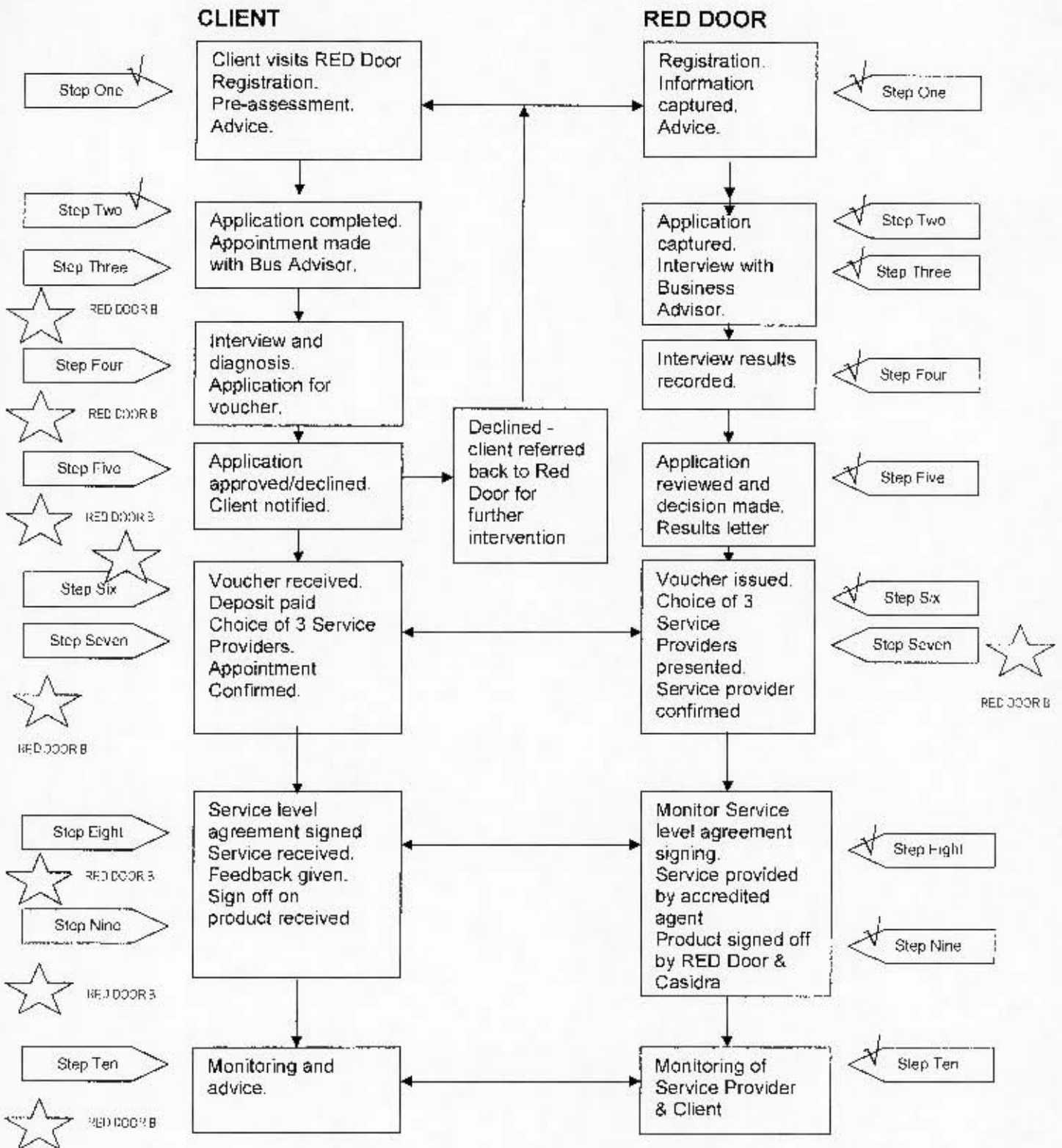
Observer Check List	Tick	Notes
<ul style="list-style-type: none"> • Capturing of information • Explanation of process • Issuing voucher • Type of voucher • Service provider information • Service provider choice • Service provider appointment • Timeframes • Next steps • Capture information • Other 		
7. Business Advisor: Monitoring		
<ul style="list-style-type: none"> • Service level agreement • Contact and follow up • Review of BSVP product • Sign off of product • On-going advice • Other 		
8. RED Door Manager		
<ul style="list-style-type: none"> • Management plan • Monitoring processes • Advice • Assistance • Interviews • Client interaction • Other 		
9. Additional Observations		

Appendix D: RED Door Service Utilisation Flowcharts

Appendix D 1: RED Door A: The Service Utilisation Flowchart for the CoCT BSVP:
As Intended and as Implemented, as reported by Clients and RED Door
(Source: Interviews with RED Door Managers and Business Advisors and Clients, July – October 2007)



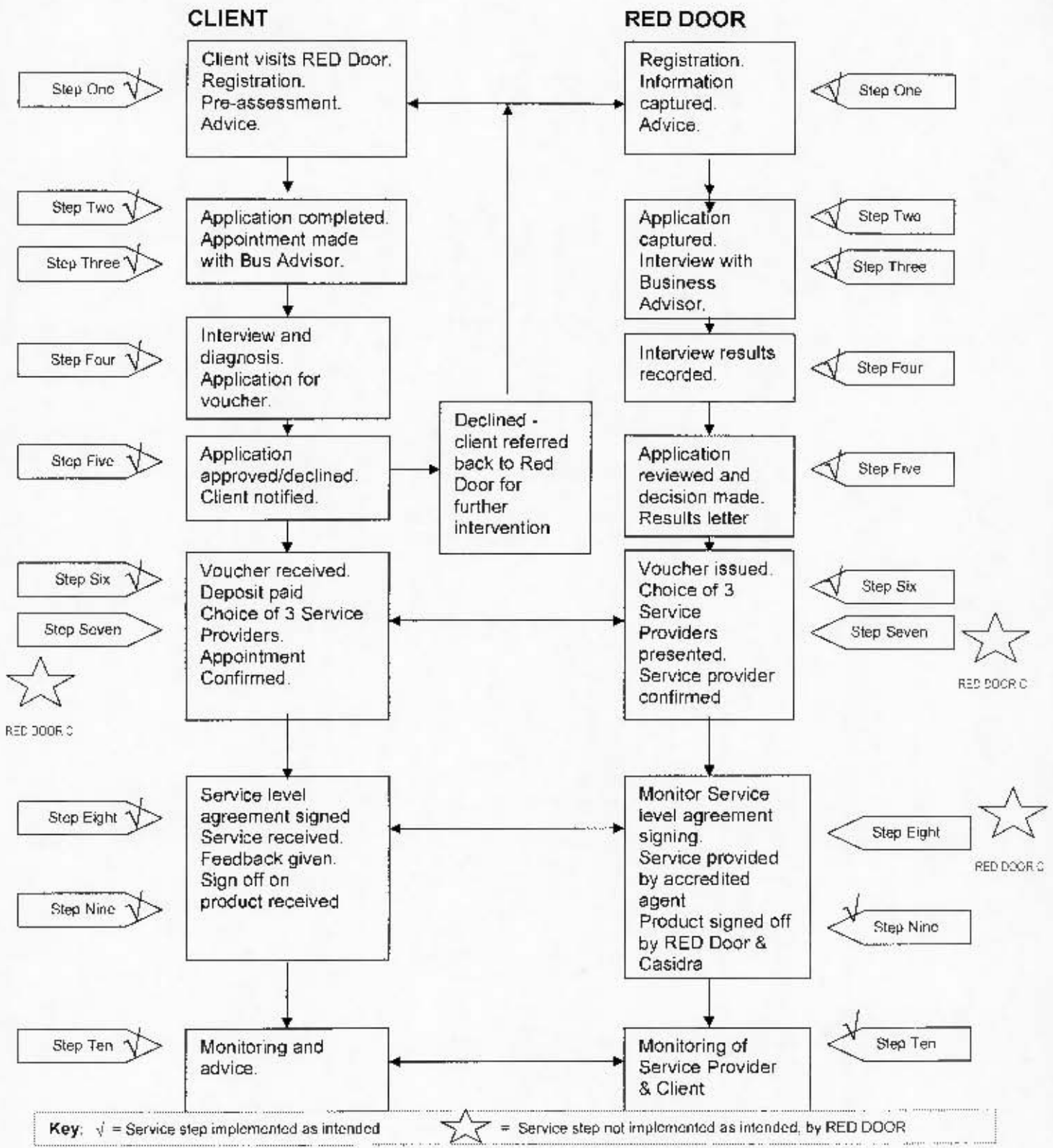
Appendix D 2: RED Door B: The Service Utilisation Flowchart for the CoCT BSVP:
 As Intended and as Implemented as reported by Clients and RED Door
 (Source: Interviews with RED Door Managers and Business Advisors and Clients, July – October 2007)



Key: ✓ = Service step implemented as intended ☆ = Service step not implemented as intended, by RED DOOR

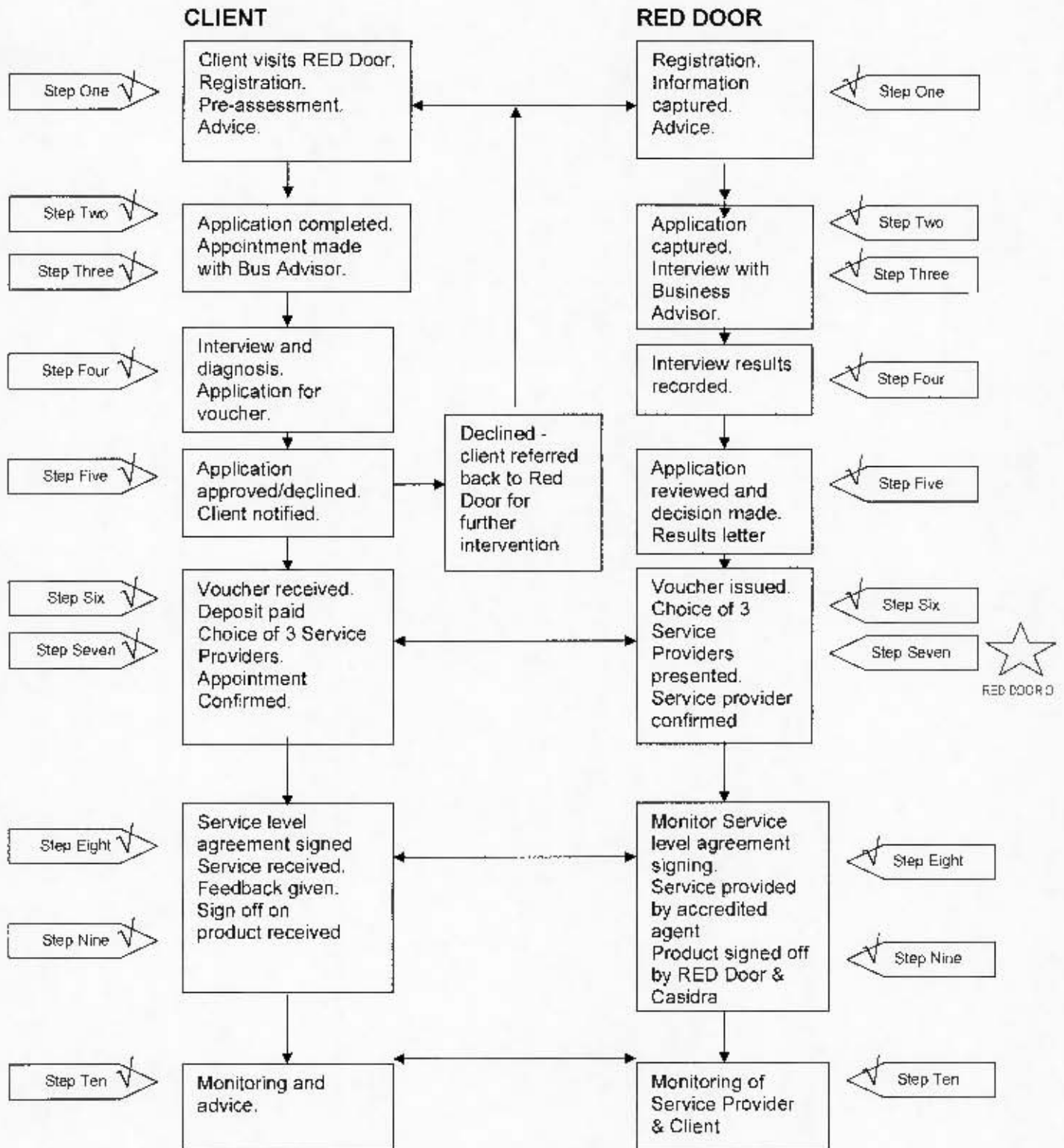
Appendix D 3: RED Door C: The Service Utilisation Flowchart for the CoCT BSVP:

As Intended and as Implemented as reported by Clients and RED Door
 (Source: Interviews with RED Door Managers and Business Advisors and Clients, July – October 2007)



Appendix D 4: RED Door D: The Service Utilisation Flowchart for the CoCT BSVP:

As Intended and as Implemented as reported by Clients and RED Door
 (Source: Interviews with RED Door Managers and Business Advisors and Clients, July – October 2007)



Key: ✓ = Service step implemented as intended



= Service step not implemented as intended, by RED DOOR