

The copyright of this thesis vests in the author. No quotation from it or information derived from it is to be published without full acknowledgement of the source. The thesis is to be used for private study or non-commercial research purposes only.

Published by the University of Cape Town (UCT) in terms of the non-exclusive license granted to UCT by the author.

**A THEORY-BASED EVALUATION OF THE IMPLEMENTATION OF A  
PURVEYOR TYPE PROGRAMME**

**CHRISTA GELDERBLOM (GLDCHR006)**

A dissertation submitted in partial fulfilment of the requirements for the award of the degree  
of Masters of Arts in Psychological Research

**Supervisor: Professor Johann Louw**

Faculty of Humanities

University of Cape Town

**2009**

UT 150 GELS  
863582

2

### 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.

Signature: 

Signed by candidate
---------------------

Date: 20/11/2009

### **ACKNOWLEDGEMENTS**

I would like to offer special thanks to my supervisor, Prof. Johann Louw, for his limitless patience, support and guidance throughout each stage of this research project; and to Doctor Katherine Pillay and her research team from the UCT Division of Child Psychiatry for the generous contribution of their time and expertise during the planning phases of the study.

Thank you to Karolyne Beets from the GOLD Agency, for her kind and gentle assistance; to the director of the Agency, Susannah Farr, who allowed us to conduct the study, providing access to their database and her generous allowance in the use of their telephone; and to all the staff members of both the GOLD Agency and the implementing organisations who participated in the study.

Acknowledgement goes to the Harry Crossley Foundation, the KW Johnston Bequest, and the Universtiy of Cape Town for their financial support, without which the study would not have been possible.

## ABSTRACT

A theory-based approach to evaluation was used as the framework for investigating the theoretical foundation and implementation of the GOLD programme. Programme documentation reviews and structured individual interviews with staff members from the GOLD Peer Education Development Agency ( $n=8$ ) were used to develop the programme theory. Subsequently, the programme theory was used to develop a survey that was telephonically administered to the beneficiaries of the GOLD programme ( $n=65$ ). Secondary data, obtained from the GOLD Agency, was used to establish whether there is a relationship between the level of implementation fidelity with which implementation organisations received the GOLD programme and their ability to deliver the GOLD peer education programme. The evaluation findings indicated that the GOLD Agency maintained an acceptable level of service delivery to most organisations and also tentatively confirms the likelihood of most of the micro-steps in the programme theory. It was also found that there is a statistically significant relationship ( $r = .55, p < .05$ ) between the GOLD programme and organisations' delivery of the peer education programme. The evaluation resulted in a number of recommendations directed at each functional area of the GOLD Agency and in three higher-level recommendations that can be used by the agency to improve its overall service delivery. The study serves as an example of a theory-based evaluation of a "real life" programme, highlights the strengths and weakness of this evaluation approach, and provides direction for future research on programmes that employ the purveyor method to distribute evidence-based programmes.

## TABLE OF CONTENTS

<b>TITLE PAGE</b>	<b>1</b>
<b>COMPULSORY DECLARATION</b>	<b>2</b>
<b>ACKNOWLEDGEMENTS</b>	<b>3</b>
<b>ABSTRACT</b>	<b>4</b>
<b>LIST OF FIGURES</b>	<b>9</b>
<b>LIST OF TABLES</b>	<b>10</b>
<b>CHAPTER ONE: INTRODUCTION AND BACKGROUND</b>	<b>11</b>
Programme evaluation	11
“Black box” evaluations	12
The importance of measuring programme outcomes	14
Reasons why programmes fail	15
Programme theory-based evaluation	17
Programme theory	18
Developing programme theory	19
Presenting programme theory	19
Logic models	20
HIV/AIDS prevention through youth peer education	21
Ensuring effective implementation of programmes	23
The GOLD Peer Education Development Agency	27
The study	34
Rationale, aims and evaluation questions	34
Evaluation questions	35
<b>CHAPTER TWO: METHODS</b>	<b>37</b>
Phase one: Developing the programme theory underlying the GOLD programme	37
Rationale and aim	37
Participants	38

Sampling procedure	38
Materials	39
Documentation	40
Preliminary logic model	40
Individual interview schedule	41
Procedure	41
Study approval	41
Evaluability assessment	42
Reviewing documentation	42
Structured individual interviews	43
Validation process	43
Data analysis	44
Phase two: Developing and administering the service delivery survey	45
Rationale and aim	45
Participants	45
Sampling procedure	47
Materials	47
Service delivery survey	47
Developing the service delivery survey	49
Service delivery checklist	51
Developing the service delivery checklist	52
Quarterly reports	52
Procedure	53
Administering the survey	53
Data analysis	54
Survey results	54
Calculating the implementation fidelity scores	55
Calculating the composite performance score	55

<b>CHAPTER THREE: RESULTS AND DISCUSSION</b>	<b>57</b>
Overview	57
<b>Section A: Implementation fidelity of the GOLD programme</b>	<b>61</b>
Advocacy and visibility function	61
Quality assurance function	66
Research and development function	68
Resource mobilisation function	72
Stakeholder management function	76
Training and support function	80
The GOLD Agency's delivery of the GOLD programme	86
Perceived quality and usefulness of the GOLD programme	92
Quality assurance function	94
Research and development function	99
<b>Section B: The respondents' views on the likelihood of the assumed theory underlying the GOLD programme</b>	<b>101</b>
Likelihood of the programme theory: self reports	102
Advocacy and visibility function	103
Quality assurance function	105
Research and development function	107
Resource mobilisation	109
Stakeholder management function	111
Training and support function	114
Distal outcomes	116
Likelihood of the programme theory: the strength of the relationship between the GOLD programme and IOs ability to deliver the GPEP	117
<b>CHAPTER 4: CONCLUSION</b>	<b>121</b>
Evaluation results	121
Programme strengths	122
Implementation of the GOLD programme	122

Programme theory	123
Delivery of the GOLD peer education programme	123
Programme weaknesses	123
Implementation of the GOLD programme	124
Programme theory	128
Key recommendations for possible improvement of the GOLD programme	128
Improve communication	129
Put in place monitoring processes for the GOLD programme	131
Increased focus on participatory development	131
Purveyor type programmes	133
Programme theory-based evaluations	135
Experienced benefits of a theory-based approach to evaluation	136
Challenges presented by the theory-based approach to evaluation	138
Limitations and directions for future research	139
<b>REFERENCES</b>	<b>140</b>
<b>APPENDIX A: THE SERVICE DELIVERY SURVEY</b>	<b>150</b>
<b>APPENDIX B: THE SERVICE DELIVERY CHECKLIST</b>	<b>164</b>
<b>APPENDIX C: LETTER SENT BY THE GOLD AGENCY TO INFORM IOs</b>	<b>165</b>

## LIST OF FIGURES

Figure 1. An oversimplified representation of the programme theory underlying the GOLD Agency's model	30
Figure 2. Logic model of the overall GOLD programme	60
Figure 3. Logic model of the advocacy and visibility function	62
Figure 4. IOs' advocacy and visibility implementation fidelity scores	63
Figure 5. Logic model of the quality assurance function	67
Figure 6. IOs' research and development implementation fidelity scores	68
Figure 7. Logic model of the research and development function	69
Figure 8. IOs' resource mobilisation implementation fidelity scores	73
Figure 9. Logic model of the resource mobilisation function	74
Figure 10. IOs' stakeholder management implementation fidelity scores	77
Figure 11. Logic model of the stakeholder management function	78
Figure 12. Logic model of the training and support function	81
Figure 13. IOs' training and support implementation fidelity scores	82
Figure 14. Overall implementation fidelity scores for each IO	87
Figure 15. Respondents' overall perceptions of the quality and usefulness of the GOLD programme activities	93

### **LIST OF TABLES**

Table 1. Organisations that deliver the GOLD peer education programme	32
Table 2. A summary of all GOLD Agency staff members and the final sample of phase one	39
Table 3. A summary of all IO staff members and the final sample of phase two	46
Table 4. A summary of the system used for allocating marks to the service delivery checklist	52
Table 5. A summary of IOs that were unaware of training opportunities	84
Table 6. Pivotal A&V outcomes assessed via preliminary observation	103
Table 7. Pivotal QA outcomes assessed via preliminary observation	106
Table 8. Pivotal R&D outcomes assessed via preliminary observation	107
Table 9. Pivotal RM outcomes assessed via preliminary observation	109
Table 10. Pivotal SM outcomes assessed via preliminary observation	111
Table 11. Pivotal T&S outcomes assessed via preliminary observation	114
Table 12. IOs' overall implementation fidelity and composite performance scores	118

## CHAPTER ONE: INTRODUCTION AND BACKGROUND

The current study aims to assess the validity of the theoretical underpinnings and the implementation fidelity of a programme delivered by a South African non-governmental organisation (NGO). The NGO employs various activities deemed necessary to ensure high levels of implementation fidelity of a youth-focused HIV/AIDS prevention programme in a large scale distribution effort across southern Africa.

The research falls within the ambit of multiple fields of study, including programme evaluation, HIV/AIDS prevention through youth peer education, and purveyor type programmes. This review focusses on the literature from each of these fields that is most pertinent to the current study.

### Programme evaluation

Programme evaluation is as old as social research itself. Originally it might not have been conducted in a deliberate or conscious manner, but whenever a social reform has been implemented for a specific purpose, attention has been paid to its consequences. In recent years the field of programme evaluation, however, has become increasingly popular and sophisticated (Babbie & Mouton, 2001, p. 334). Consistent attempts to improve on earlier prototypes of evaluation that were ineffective have resulted in a large variety of brands or options to choose from when conducting evaluations (Donaldson, 2007, p. 4). Although the variety of reasons for conducting evaluations are just as diverse, it has been suggested that the majority of evaluations are prompted by one, or more, of three overarching categories. These categories are: (1) to make judgements of programmes' ultimate merit or worth; (2) to improve programmes; or (3) to generate knowledge (Patton, 1997, p. 76).

In recent years, various factors have resulted in increased importance being placed on proving the effectiveness and efficiency of programmes. The South African government has formulated various policies and implemented a multitude of programmes to address the effects of poverty, including the provision of housing and the supply of electricity, as well as services in the fields of education and health. South Africa is also characterised by a large non-governmental sector (Louw, 1998, p. 256). Extensive resources are provided to and utilized by these multitude of programmes, which understandably translate into demands for evidence of effectiveness and efficiency, not only of programmes that are currently invested in, but also of programmes that apply for funding (Goodman, 2000; Rossi, Lipsey, & Freeman, 2004, p. 8). As resources become increasingly scarce, funders have to choose, even more carefully, which specific programmes they want to concentrate their resources on. This further increases the pressure on programmes to literally “prove their money’s worth” (Rossi et al., 2004, p. 15). All of the above mentioned factors have created a climate which amplifies the need for and relevance of programme evaluation. Programme evaluation can be used to identify the most effective programmes that cost the least, which will increase the likelihood of resources being channelled to programmes that are most likely to contribute towards social betterment and poverty alleviation in South Africa (Rossi et al., p. 15).

#### *“Black box” evaluations*

This emphasis that is currently placed on programmes’ cost-benefit relationship has resulted in an unbalanced use of evaluation methods. There has been a general inclination towards summative evaluations as programmes that claim to lead to positive outcomes for the largest number of clients at the lowest cost are most likely to ensure their funds for the next fiscal year (Chen & Rossi, 1983; Kalafat, Illback, & Sanders, 2007). Summative evaluations are conducted when it is necessary to render a summary judgement on the performance of

programmes (Frechtling, 2007, p. 8; Love, 2004, p. 67; Rossi et al., 2004, p. 36; Unrau, 1993). This type of evaluation assesses whether the expected positive change has occurred in the target population as a result of a specific programme (Chen & Rossi, 1983; Kalafat et al., 2007). Stand alone summative evaluations are also known as “black box” evaluations. The “black box” refers to the processes that occur between the intended inputs and the expected outcomes of a programme that are not considered by this type of evaluation (Love, 2004, p. 65).

“Black box” evaluations have resulted in the general and incomplete assumption that programme evaluation is a method that is used exclusively to determine the extent to which a programme reaches its goals. Programme evaluation can, in fact, involve the assessment of any of the following aspects of a programme (Patton, 1997, p. 23; Rossi et al., 2004, p. 18):

- 1) the need the programme seeks to address (needs assessment)
- 2) the design of the programme (theory evaluation)
- 3) the implementation and progress of the programme (process evaluation)
- 4) the impact or outcomes of the programme (impact evaluation)
- 5) the cost and efficiency of the programme (efficiency assessment)

These aspects of programmes build onto each other; that is, the quality of the needs assessment will directly influence the appropriateness of the programme’s design. The quality of implementation, if the programme’s design was appropriate, will determine whether short- and medium-term outcomes will be achieved and these, in turn, will determine the long-term impact and efficiency of the programme (Louw, 2000, p. 62). Each of these aspects of programmes requires a sufficiently distinct evaluation approach to constitute an alone

standing evaluation. Ideally the circumstances and nature of the programme will determine which type of evaluation will be most appropriate (Rossi et al., p. 54).

“Black box” evaluations do not take the above mentioned hierarchical nature of programmes into account, and as a result findings of this type of evaluation are often based on ill-informed understandings of the fundamental aspects of the programmes and are made without much insight as to what might be causing them (Love, 2004, p. 65). Moved by the need to prove the effectiveness and efficiency of programmes, evaluators pay no attention to the process of what is expected to happen when an input is put in place. All observed differences are blindly attributed to the programme (Stame, 2004).

#### *The importance of measuring programme outcomes*

This argument against “black box evaluations” does not dispute the fact that, ultimately, programme evaluations should assess whether programmes resulted in beneficial change in some problem or social condition. It would be of little use if programmes have logical and plausible theories and are implemented effectively, but do not result in the expected outcomes (Kalafat et al., 2007). The argument, however, does suggest that evaluators should pay closer attention to the hierarchical nature of programmes when developing evaluation questions.

This will ensure that they focus on issues that are most appropriate to the specific programme at that specific time. An evaluation would not result in useful information if it focuses on the impact of a programme when there are still uncertainties regarding how well the programme was conceptualised or implemented in relation to the specific social conditions it intends to improve. Unanswered questions relating to the lower levels of programmes should either be dealt with in a separate evaluation or be incorporated into an impact evaluation to ensure that impact evaluations result in useful information (Rossi et al., 2004, p. 204). In the words of

Chen and Rossi (1983): "Evaluators should spend more time and effort on understanding how programmes work instead of merely establishing whether they work in some specific and non-generalisable instance" (p. 300).

*Reasons why programmes fail*

Programme failure can always be traced back to either unsound theoretical foundations or ineffective implementation. That is, either the programme's activities, no matter how well they are implemented, are not capable of producing the expected and desired outcomes (theory failure), or the programme fails to perform the intended activities that are needed to result in the desired outcomes (implementation failure) (Weiss, 1997). The main reason why "black box" evaluations cannot be used to identify or explain the factors behind its results is that it fails to investigate both of the above mentioned aspects of programmes (Love, 2004, p. 65).

In fact, it has often been the case that when "black box" evaluations reveal modest or no results, it is concluded that interventions are inadequate (Butterfoss, Goodman, & Wandersman, 1996; Krueter, Lexin, & Young, 2000). However, when the theory and implementation of the same programme are investigated, a very different and insightful perspective of why the programme failed is often revealed (Goodman, 2000). Evaluating the theoretical and implementation aspects of programmes has been shown to result in the "opening of the black box" (Rogers, Petrosino, Huebner, & Hacsí, 2000).

Many of the difficulties involved in understanding why programmes work or fail to work can be overcome by developing and evaluating these theoretical underpinnings. Programme theory explicates the linkages in the causal path from programme inputs to outcomes, which

can subsequently be tested empirically. This results in a better understanding of the specific mechanisms involved in the programme. Each “microstep” of the programme can be investigated to determine whether it was successful (Rogers et al., 2000). The exercise of making implicit assumptions explicit often exposes faulty thinking of the original programme developers, which can subsequently be corrected to improve the conceptual base of programmes (Rogers et al.). Having a common model of how the programme is meant to work also encourages programme staff members to work together and focus on those activities that are most important for programme success (Rogers, 2000). Finally, evaluations that focus on the underlying mechanisms of programmes enable knowledge accumulation, which greatly increase the chances of learning from and replicating successful programmes (Hacsi, 2000).

Once it has been established that the programme theory is logical and plausible, any noticeable discrepancies between promising programmes and their less than promising outcomes are most likely to be caused by lack of implementation fidelity (Fixsen, Naoom, Blasé, Friedman, & Wallace, 2005). Variation in programme outcomes is often closely related to variation in the quality of programme implementation (Dane & Schneider, 1998; Dumas, Lynch, Laughlin, Smith, & Prinz, 2001; Harrachi, Abbott, Catalano, Haggerty, & Flemming, 1999; Moncher & Prinz, 1991).

Perceived quality and value or usefulness of the programme activities have been identified as two variables that affect the strength of the relationship between a programme’s implementation fidelity and the programme’s ability to achieve its expected outcomes (Carroll et al., 2007). Perceived service quality is defined as the customer’s assessment of the overall excellence or superiority of the service, while perceived value is the customer’s

overall assessment of the quality of a product based on perceptions of what is received and what is given. Perceived value is thus a trade-off between customer's evaluation of the benefits of a service and the sacrifice that is associated with the service (Zeithalm, 1988). Measuring the implementation fidelity of programmes has many advantages: it enhances the interpretability of research on the outcomes of programmes (Dane & Schneider, 1998); and decreases the possibility of Type III errors. Type III errors occur when it is concluded that the programme mechanisms do not work or do not lead to the desired outcomes, while faulty implementation of the programme is the actual cause of the lack of the expected outcomes (Kalafat et al., 2007; Steckler, 1989).

Theory-driven evaluation is one specific programme evaluation approach that enables the "opening of the black box". It allows evaluators to understand what works better for whom in what circumstances, and why. This approach to programme evaluation takes the hierarchical nature of programme into account and results in insightful and useful information that is based on a thorough understanding of the lower levels of the evaluated programme (Stame, 2004; Weiss, 2000).

#### *Programme theory-based evaluation*

Theory-based evaluation is a versatile programme evaluation approach and has been used successfully to develop and improve programmes, aid decision making, facilitate organisational learning, create new knowledge, and to meet transparency and accountability needs (Donaldson, 2007, p. 10). Programme theory-based evaluations can be used to establish both the validity of the suggested explanatory mechanisms in the programme theory and to establish whether activities are implemented as expected (Frechtling, 2007, p. 7).

### *Programme theory*

As indicated by the name, this approach is guided and driven by an explicit theory or model of how the programme causes the intended or observed outcomes (Rogers et al., 2000).

Programme theory includes both the programme theory and the implementation aspects of programmes. It is a combination of the 'real' programme theory, which describes the mechanisms that will determine whether the programme activities succeed in resulting in the expected outcomes of the programme, and the implementation theory, which is the expected steps in the delivery of the programme (Weiss, 2000). Programme theory describes the tactics or strategy adopted by programmes to achieve their goals and objectives. The various components of each activity should be clearly defined and the causal connections between these components should be made explicit. Special emphasis is placed on the causal linkages between the programme activities and the social benefits these are expected to produce. Programme theory should clearly illustrate the assumed relationship between the inputs, the activities and the intended outcomes in a logical and plausible manner that is acceptable to all the major stakeholders of the programme (Frechtling, 2007, p. 6-7).

The phrase "programme theory-based" does not imply that the theory should necessarily be derived from a research base. Although it would be desirable for programme theory to be rooted in, or at least consistent with, behavioural or social science theory or prior research, this is often not the case. Mostly, programme theory is derived from implicit theories of those closest to the programme, observations of the programme, programme documentation or exploratory research, which test crucial assumptions of the programme. The success of programme theory-based evaluations does not rely on the source that was used to develop the programme theory. Instead, it is the structure and likelihood of the developed programme

theory that determines the success of programme theory-based evaluations (Donaldson, 2007, p. 22; Frechtling, 2007, p. 7).

### *Developing programme theory*

Evaluators often need to facilitate the process of developing the programme theory, as it is rare for social programmes to have an agreed-upon and detailed programme theory (Frechtling, 2007, p. 7; Rossi et al., 2004, p. 166). Donaldson (2007) confirms this by suggesting that the first step of all theory-based evaluations is to develop a model of the programme theory (p. 10). How to extract programme theory can vary from cases where the evaluator largely takes the responsibility of developing the programme theory, to cases where it is developed solely by those closest to the programme. Currently, most practitioners describe the best approach for extracting and developing programme theory as lying somewhere in between these two extremes (Rogers et al., 2000). As mentioned before, the information that is used for the construction of the theory can be obtained from multiple sources, including: programme documentation; implicit theories held by those closest to the programme; observation of the programme; prior theory and research in the specific programme domain; or exploratory research that tests the critical assumptions of the programme (Donaldson, 2007, p. 32).

### *Presenting programme theory*

Various ways of depicting programme theory have been documented. Most often programme theory is summarized in a visual manner as models or diagrammatic representations that illustrate the expected causal chains of the programme (Rogers et al., 2000). Logic modeling

is a method that is often used to support the process of making explicit the assumptions that underlie programmes. It has been described as a useful, popular and user-friendly tool for operationalising programme theory (Donaldson, 2007, p. 5). Logic models are systematic, visual representations that enable people to share their understanding of the relationships among a programme's resources or inputs, planned activities, and expected changes the programme hopes to achieve. Essentially, logic models enable the visual representation of how programmes are expected to work. It is essential that all relevant programme stakeholders should be satisfied that the logic models are truthful representations of the programme as they understand it (Frechtling, 2007, p. 5).

### *Logic models*

The standard format logic model consists of four categories: inputs; activities; outputs; and outcomes (Donaldson, 2007, p. 35). **Inputs** describe the resources the programme has to work with and are strictly speaking not part of the theory of change. It describes the intellectual and material goods that support the theory of change that is depicted in the rest of the model (Frechtling, 2007, p. 24-33). **Activities** describe the services that the programme intends to deliver (Donaldson, 2007, p. 35). Deciding on the size of the activities described in the logic model is one of the most important aspects to consider when developing these diagrams. If the activities are described too broadly, too many events or products can be seen as proof of successful implementation. Activities that are described too narrowly make the task of developing and testing the logic model a very tedious process, and the resulting diagram would most likely be too cluttered to provide any coherent guidance for an evaluation (Frechtling, 2007, p. 23). **Outputs** are normally described in numerical values, and serve as evidence that activities have been carried out according to plan (Frechtling,

2007, p. 26), while outcomes are the actual benefits resulting from the programme. These are the changes that need to occur if the theory of change is accurate (Donaldson, 2004, p. 35; Frechtling, 2007, p. 22). **Outcomes** generally consist of immediate or proximal outcomes, intermediate outcomes, and longer term or distal outcomes. Most programme activities result in some proximal outcome, which in turn will result in one or more intermediate outcomes and eventually these would result in the distal outcome. The distal outcome is usually described in terms of the ultimate goal of programmes (Louw, 1998, p. 62).

The development of logic models usually involves the programme evaluator constructing a preliminary draft based on available programme documentation, which is then presented back to the programme staff members for validation. This often results in an iterative process of moving back and forth between the development of the logic model and receiving feedback from the programme staff members, which will continue until all the programme staff members agree that the model is an accurate and detailed description of the programme as it was originally intended (Barrett & Bissel, 2005; Rossi et al., 2004, p. 166).

Before describing the South African NGO and programme that was evaluated, the broader category of the organisational type will be considered. This will contextualize the subsequent discussion of the specific NGO and programme.

#### HIV/AIDS prevention through youth peer education

It has been estimated that worldwide approximately 6000 youths between the ages of 15 and 24 become infected with HIV every day. More than half of the people who are newly infected by HIV fall into this age range (Pettifor et al., 2004; United Nations Children's Fund, United Nations joint programme on HIV/AIDS, and World Health Organisation, 2002). In South

Africa, one out of ten young people between the ages of 15 and 24 years is infected with HIV/AIDS (Ndaki, 2004). The detrimental effects of this are obvious, especially when considering the fact that the youth is a key human resource that will affect the future wellbeing of communities (Campbell, 2005).

Peer education is a promising approach that is believed to positively affect sexual behaviours amongst youth (Luna & Rotheram-Borus, 1999; Stephenson, Strange, Forrest, & Oakley, 2004; Strange, Forrest, & Oakley, 2002). It is an approach that has been used increasingly over recent years, especially by programmes in the field of youth HIV prevention and sexual health (Campbell & Foulis, 2002; Harrison, Smith & Myer, 2000; Horizons, 1999; Sikkema et al., 2000). Peer education can be defined in a number of ways, and depends on the programme's interpretation of who peers are and what education entails (Campbell, 2005).

The term "peer" refers to someone that is of equal standing with another based on the grounds of similar age, ability, or status, while "education" can range from advocacy, counselling, facilitating discussions, drama, lecturing, distributing materials, making referrals to services or providing support (United Nations joint programme on HIV/AIDS, 1999). Typically, peer education involves the training and use of individuals from the target population to educate and support their peers. Programmes that make use of peer education typically involve the training and support of certain members of a specific group who are then expected to effect change among the other members of their group (Horizons, 1999). In the field of HIV prevention, peer education can involve the distribution of condoms and health-related information as well as modelling health enhancing behaviours by specified members of the target group to their peers (Campbell & MacPhail, 2002).

It should be noted, however, that many evaluations of HIV prevention programmes that use peer education have not been based on theoretically sound methodology and should not be used as points of references (Borgia, Marinacci, Schifano & Perucci, 2005). Despite the fact that this has resulted in an overall scarcity of evidence regarding effectiveness, peer education is used widely and is currently one of the most important ingredients in preventive, supportive and educational programmes (Sweifach & LaPorte, 2006).

### Ensuring effective implementation of programmes

As mentioned before, expected beneficial changes only occur if programmes that are based on sound theoretical foundations are implemented effectively. The ongoing efforts to increase the effectiveness and efficiency of programmes have resulted in much progress being made in determining what works and promoting the use of evidence-based programmes.

Unfortunately, there is relatively little research on the factors needed to ensure successful implementation of these programmes (Elliot & Mihalic, 2004; Fixsen et al., 2005). That is, the focus on research-based practices has encouraged communities to search for the best practices and determine the types of programmes that are most appropriate for their problems and target population, but these communities have not been equipped with the necessary skills to implement these programmes effectively (Fagan & Mihalic, 2003). This might explain the discrepancy between programmes that are based on promising theoretical foundations and their less than promising outcomes for the intended beneficiaries. Because the ideas embodied in programmes are generally not self-executing, it is essential to start paying closer attention to the actions that are necessary of those who deliver prevention programmes to the beneficiaries to ensure programme success (Petersilia, 1990). To develop a prototype of a preventative programme is only the first step in addressing social concerns. After this has been done, it is necessary to ensure large-scale distribution of the programme in

a way that is true to the original design of the programme. One without the other is insufficient, and will not result in the expected beneficial outcomes for the intended beneficiaries (Taylor, Nelson & Adelman, 1999). To date, few model or exemplary programmes have been successfully implemented on a wide scale (Elliot & Mihalic, 2004).

It becomes necessary to discriminate between implementation outcomes and intervention outcomes when considering the implementation of programmes more closely (Fixsen et al., 2005). Implementation outcomes refer to whether implementation sites are delivering the programme as intended, while intervention outcomes refer to whether programmes are resulting in the expected outcomes for the target population (Fixsen et al.). It is thus possible for poorly conceptualized programmes that result in little or no beneficial change in the intended beneficiaries, to be implemented effectively. The opposite of this statement is, however, not true. That is, a programme that was not implemented effectively will most likely not result in good intervention outcomes, even if the programme was well conceptualized and based on sound theoretical knowledge (Elliot & Mihalic, 2004).

The new frontier for prevention research is thus to build a scientific knowledge base on how to ensure implementation fidelity for widely distributed programmes (Elliot & Mihalic, 2004). The importance of effective implementation to ensure that programmes achieve it's expected intervention outcomes, has resulted in the realization of the need to pay closer attention to the necessary processes to equip those who deliver programmes with the skills needed to ensure effective implementation (Fixsen et al., 2005). Although not much is known regarding this process, some factors necessary for successful implementation have been identified, primarily from qualitative research (Fagan & Mihalic, 2003). The non-negotiable and indispensable activities that have been identified to ensure high quality implementation

of any given programme are known as the core implementation drivers. The core implementation drivers are: site selection; training sessions; ongoing consultation and coaching; staff and programme evaluation; facilitative administrative support; and systems interventions (Elliot & Mihalic, 2004).

The individual or group of individuals responsible for ensuring that practitioners and organisations have the necessary skills to effectively implement programmes are known as purveyors. Purveyors are usually affiliated to one programme and actively work to ensure that the specific programme is implemented with fidelity and good effect. Typically, purveyors will have a set of activities that are designed to support those who implement their programme. The ultimate goal of purveyors is to align the way practitioners or organisations interact with clients and stakeholders to the practices prescribed by the programme. The identified core implementation drivers support and encourage the development of high fidelity behaviour of practitioners and organisations (Fixsen et al., 2005).

Lack of implementation fidelity is often caused by limited site capacity and inadequate site preparation, as it is essentially at this level that programmes are carried out (or not). It is rare to find a site that has the necessary commitments, resources, and organisational capacity to successfully adopt evidence-based programmes without some additional support. The process of sufficiently preparing sites to initiate programmes can take up to 6-9 months. It was found that capacity-building initiatives should ideally continue throughout the implementation process. The critical elements in site readiness that have been identified as influencing successful implementation are: a well connected and respected local champion; strong administrative support; formal organizational commitments and staffing stability; up front commitment of necessary resources to support programme implementation; programme credibility within the community; and potential for the programme being sustained by the

existing operational budget of the organization. The fact that most sites are originally unprepared to implement and sustain programmes with fidelity highlights the necessity to incorporate the activity of developing site capacity into any initiative to distribute programmes (Elliot & Mihalic, 2004).

Programmes often introduce new ways of providing services and support. If practitioners are expected to adopt evidence-based practices, the connections between the specific programme and improved outcomes should be made explicit (Weingardt & Gifford, 2007). Pre-service and in-service training sessions should thus be conducted to provide selected practitioners with: (1) knowledge regarding background information, theory, philosophy, and values of the programme; (2) information on the components and rationales of key practices required by the programme; and (3) opportunities to practice new skills and receive feedback in a safe environment. Although the necessary skills can be introduced in training sessions, it is only truly integrated into practitioners' programme delivery when they are in the field and receive support from consultants or coaches. It has been shown that training and coaching are the main factors that contribute towards the necessary behaviour change to ensure implementation fidelity of newly adopted programmes (Elliot & Mihalic, 2004; Fixsen et al., 2005).

Staff evaluations aim to assess the utilization and outcomes of the skills taught in the training sessions, and reinforced and expanded on through the consultation and coaching processes. It determines the practitioner performance and his or her level of implementation fidelity, which provides valuable feedback regarding the progress of implementation as well as the effectiveness of the various training, consultation and coaching sessions. Programme

evaluation in turn investigates key aspects of the organisation's overall performance to ensure continuous implementation of the programme (Fixsen et al., 2005).

Data management systems are generally used to provide organisations with facilitative administration support. Data management systems utilize a range of data inputs to support decision making regarding the overall process of implementing the programme and are also used to keep staff organized, motivated and focused on the desired outcomes of the programme (Elliot & Mihalic, 2004; Fixsen et al., 2005).

Lastly, systems interventions are any initiative that aims to render external systems to be supportive to those who implement the programme. It involves purveyor activities, like marketing, to ensure that the necessary financial, organisational and human resources are available to support practitioners and organisations in their delivery of the programme (Elliot & Mihalic, 2004; Fixsen et al., 2005).

The "purveyor method" of distributing programmes draws on general concepts that can be applied to a wide variety of programmes. It has been employed successfully by programmes in agriculture, business, child welfare, engineering, health, juvenile justice, manufacturing, medicine, mental health, nursing and social services (Fixsen et al., 2005). The NGO that was evaluated employs the "purveyor method" to distribute a peer education programme that aims to curb the HIV/AIDS pandemic amongst the youth of southern Africa.

#### The GOLD Peer Education Development Agency

The GOLD Peer Education Development Agency (GOLD Agency or the Agency) is the non-profit organisation that delivers the GOLD programme that was evaluated by this study. The

information used to compile this section was primarily obtained from available programme documentation and interviews with GOLD Agency staff members. It is therefore more descriptive than analytical.

An interesting succession of events resulted in the establishment of the GOLD Agency. Before 2004, various organisations in the Western Cape received funding from the Western Cape Department of Education (DOE) to support them in their delivery of peer education programmes in schools. Each of these organisations delivered a different peer education programme. The DOE decided that it would be more effective if all these organisations deliver a standardised peer education programme. The directors of the five strongest peer education organisations in the Western Cape were asked to form the Peer Education Agency that would be responsible for developing this standardised peer education programme. For various reasons, such as disputes over ownership of content, this initiative was not successful. Subsequently, the Western Cape DOE decided that it would be more useful to develop a set of general targets that all of these organisations should meet. Most of the directors who were part of the Peer Education Agency formed the Western Cape Youth Peer Education Forum that developed these targets. Currently, organisations have to meet these targets as a prerequisite for them to belong to the Western Cape Youth Peer Education Forum and to receive funding from the Western Cape DOE (E. Brooks, personal communication, August 5, 2008; S. Rumble, personal communication, May 18, 2009).

Despite the fact that the Western Cape DOE decided to move away from their original idea of a standardised peer education programme that would be implemented by various organisations, one of the founding members of the Peer Education Agency continued with this concept. As a result, the GOLD Agency was established in late 2004. The GOLD Agency

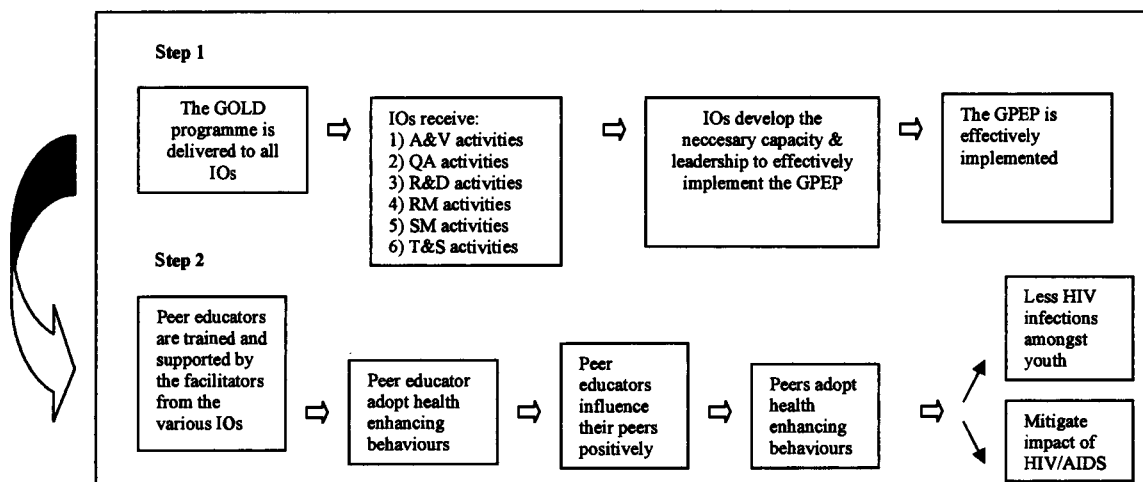
developed the GOLD peer education programme (GPEP). The targets set by the GPEP encompass the targets of the Western Cape Youth Peer Education Forum. If an organisation delivers and reaches the targets of the GPEP, it would thus automatically fulfil the requirements of the Western Cape Youth Peer Education Forum. Organisations that deliver the GPEP still receive funding from the Western Cape DOE and can also become members of the Western Cape Youth Peer Education Forum (E. Brooks, personal communication, August 5, 2008; S. Rumble, personal communication, May 18, 2009).

The GPEP aims to address the behaviours and beliefs that cause the HIV/AIDS pandemic amongst youth. The need for programmes that respond to the increasing number of HIV infections of youth becomes evident when considering the high levels of infection amongst this specific population group. Instead of delivering the GPEP directly to the youth, the GOLD Agency acts as a purveyor, and collaborates with identified viable community organisations to equip them to deliver the programme effectively. They argue that this method will result in the largest number of youth being reached by the GPEP. Currently, the GOLD Agency has a international office in the Western Cape and four provincial offices based in the Western Cape, Kwa-Zulu Natal, Mpumalanga and Botswana. The international office supports the provincial offices in their efforts to provide ongoing technical assistance and support to the implementing organisations (IOs) in their provinces (GOLD, 2007). The GOLD Agency consists of six functional areas (GOLD, 2007):

- 1) Advocacy and Visibility (A&V) function
- 2) Quality Assurance (QA) function
- 3) Research and Development (R&D) function
- 4) Resource Mobilisation (RM) function

- 5) Stakeholder Management (SM) function
- 6) Training and Support (T&S) function

The GOLD Agency places a lot of emphasis on providing IOs with the support deemed necessary to ensure that they effectively implement the GPEP without compromising the integrity of the core components of the programme (GOLD, 2006). To achieve this, the GOLD Agency delivers the GOLD programme to all of their IOs. The GOLD programme consists of all the procedures and practices the GOLD Agency have put in place to equip IOs with the necessary leadership and capacity, to effectively implement the GPEP. Following from the previous discussion of the importance of programme theory, Figure 1 presents a simplified diagram of the programme theory underlying the GOLD Agency's model. The agency ultimately intends to decrease the amount of new HIV/AIDS infections among the youth of southern Africa and mitigate the impact of HIV/AIDS on communities.



*Figure 1.* An oversimplified representation of the programme theory underlying the GOLD Agency's model

In the first step, the GOLD Agency delivers the GOLD programme to the IOs, while the second step involves the IOs delivering the GPEP to the peer educators and the peer educators reaching out to their peers. The second step is dependant on the first step, and can

only be achieved once the first step has been implemented successfully and has achieved its expected outcomes. Essentially, the GOLD programme's intervention outcome is the effective implementation of the GPEP by IOs. It is assumed, following its programme theory, that effective implementation of the GPEP will automatically translate into its expected intervention outcomes.

Any youth development organisation within provinces where the GPEP is implemented could be nominated to become an implementer of the programme. The GOLD Agency uses a standardised selection process to ascertain whether organisations meet the selection criteria and have adequate infrastructure to support the delivery of the GPEP. This is done to ensure that selected organisations will be able to implement the GPEP effectively with the support of the GOLD programme. IOs are provided with the necessary skills and tools to integrate the GPEP into organisations and communities, and to recruit staff members to deliver the programme. The GPEP team should include: a programme manager; a programme coordinator; and facilitators (GOLD, 2007). The GOLD Agency has established lasting connections with organisations in both South Africa and Botswana and currently delivers the GOLD programme to 17 IOs. These organisations are listed in Table 1 (GOLD, 2006).

Table 1

*Organisations that deliver the GOLD peer education programme*

Region	IO name
Western Cape	Christian Assemblies Welfare Organisation (CAWO) Institute for Social Concerns (ISC) MaAfrica Tikkun (MAT) OIL Planned Parenthood Association of South Africa (PPASA) UKUTHASA United Christian Students Association (UCSA) Youth for Christ (YFC) - George - Knysna Club Coffee Bar Community Centre (CCB)
Kwa-Zulu Natal	Nurturing Orphans of AIDS for Humanity (NOAH) SETHANI YFC KZN
Mpumalanga	Masoyi Home-based Care Project (MASOYI) YFC MPU
Botswana	Southern Africa Psychosocial Support Initiative (SAPSSI) Youth Health Organisation (YOHO)

The organisations listed in Table 1 deliver the peer education programme in 102 schools across South Africa and Botswana. Over 5000 peer educators have been trained by the IOs. The GPEP involves a three year process, with an optional fourth year. Each year is called a 'track' of the peer educator programme. The GOLD Agency has developed quarterly IO and peer educator targets for each track. These targets include activities such as skills training sessions, mentoring sessions, community events, and talk groups.

The GPEP is progressive, and it is thus important that peer educators complete the previous track before they are promoted to the next track. Each year grade 10 students from participating schools are nominated to become track 1 peer educators by their peers. The selection process is based on GOLD's peer educator criteria. Facilitators provide the peer educators with information and support and are also expected to model health-enhancing behaviours to the peer educators during the skills training sessions. It is hoped that the

programme equips peer educators to fulfil the following responsibilities: (1) adopt health-enhancing behaviours and as a result serve as positive role models to their peers; (2) educate their peers and younger learners in a structured manner; (3) recognise peers who are in need of help and refer them to the appropriate organisations that can assist them; and (4) uplift their communities through advocating for resources and services for themselves and their peers, acts of service, and through raising awareness regarding youth issues (GOLD, 2007).

As illustrated in Figure 1, the GOLD programme presumably has a direct influence on IOs' ability to implement the GPEP. The GOLD Agency can also exercise a larger amount of control over the implementation of the GOLD programme than is the case with any other aspect of the rest of the model. Despite the importance of the GOLD programme, the GOLD Agency has not assessed the implementation fidelity of this programme, and hence does not know whether it has the desired effect on IOs. Instead, the GOLD Agency has focussed all of its monitoring and evaluation efforts on establishing whether the IOs are implementing the GPEP effectively and whether this programme is leading to the expected outcomes for the youth. Although this approach makes sense when considering the fact that the GOLD Agency's ultimate beneficiaries are the youths of southern Africa, it fails to recognize that the second step of the model is reliant on the first step's ability to result in the expected outcomes for the intermediate beneficiaries – the IOs. As increasing numbers of national and international organisations are showing interest in delivering the GPEP (GOLD, 2006), it is becoming even more important to establish whether the GOLD programme sufficiently enables IOs to implement the GPEP effectively. Research into this aspect of the GOLD Agency's model is thus long overdue and warranted.

## The study

A programme theory-based evaluation of the GOLD programme was conducted to establish the level of implementation fidelity, and to tentatively assess the likelihood of the programme theory via preliminary observation.

### *Rationale, aims and evaluation questions*

*Rationale.* The study was motivated by four main factors.

1. Due to the scarcity of resources to support NGOs, it is important to establish whether programmes that do receive funding are performing at optimal level and, more importantly, are achieving their expected beneficial outcomes (Rossi et al., 2004, p. 15; Weiss, 1997).
2. The realization of the shortcomings of “black box” evaluations has demanded a move towards more holistic approaches to programme evaluation. The programme theory-based approach to evaluation is highly recommended (Weiss, 2000), but unfortunately there is modest literature of actual programme theory-based evaluations that were conducted in “real world” settings (Donaldson, 2007, p. 15; Weiss, 1997).
3. The infection rate of HIV/AIDS amongst the youth in South Africa has been identified as the third most prevalent in the world (United Nations joint programme on HIV/AIDS & World Health Organisation, 2001). This alarming statistic necessitates effective large scale distribution of preventative programmes amongst this population group (Ndaki, 2004).
4. To ensure effective large-scale distribution of preventative programmes, those who are responsible for implementing the programmes must be equipped with the necessary skills to enable them to deliver programmes with fidelity to the original

evidence-based design. Unfortunately, there is a general lack of knowledge regarding the necessary factors to ensure implementation fidelity (Elliot & Mihalic, 2004).

The importance of sound theoretical foundations and effective implementation in ensuring programmes' success (Weiss, 1997), prompted this programme theory-based evaluation.

*Aims.* The study aimed to furnish information to guide possible improvements to the programme, and to gain a better understanding of purveyor type programmes. This study also aimed to contribute towards the literature regarding programme theory-based evaluations by highlighting the benefits and shortcomings of this method when applying it to a “real world” programme.

*Evaluation questions.* The main questions with their associated sub-questions were:

- 1) What is the agreed upon programme theory underlying the GOLD programme?
  - a) Is there an agreed-upon logic underlying each functional area and each activity that is delivered as part of the GOLD programme?
  
- 2) Does the GOLD Agency adequately perform the necessary functions of the GOLD programme?
  - a) Is the GOLD programme implemented with fidelity to the intended service delivery plan?
  - b) Are the quality and usefulness of the activities perceived as being adequate by the beneficiaries?

- 3) Can the developed programme theory be verified via preliminary observation?
  - a) Are the delivered activities resulting in the intended distal and intermediate outcomes for the beneficiaries?
  - b) Is there a relationship between the GOLD programme and IOs' ability deliver the GPEP?

## CHAPTER TWO: METHODS

The study was conducted in two phases. The first phase was used to extract the programme theory underlying the GOLD programme, while the second phase was used to establish the level of implementation fidelity with which the GOLD Agency delivers the GOLD programme and to assess, tentatively, the likelihood of the programme theory via preliminary observation. The results from the first phase of the study were used as the yardstick against which the GOLD programme, as delivered to the IOs, was measured. The research methods used were typical for this kind of task (Rossi et al., 2004, p. 149), and included reviewing of archival data, structured individual interviewing and survey research. Because the survey respondents were asked to rate activities, the current study only considered activities that are delivered directly to IOs. The methods that were used for phase one and phase two of the study are presented successively.

### Phase one: Developing the programme theory underlying the GOLD programme

#### *Rationale and aim*

It is unfortunately fairly common for social programmes to have no explicit and agreed upon programme theory. This was also the case with the GOLD programme at the onset of this study. The aim of this phase of the study therefor was to address the first evaluation question specified at the end of the first chapter: to develop detailed, explicit, and agreed upon logic models of the programme theory underlying each functional area, as well as the overall GOLD programme.

### *Participants*

A sample of 8 individuals participated in this phase of the study. All participants were staff members of the GOLD Agency. A summary of all the possible data providers as well as the final sample of this phase of the study is presented in Table 2.

### *Sampling procedure*

The method of purposive sampling was used. Purposive sampling is non-probability sampling method where the researcher selects the units to be observed on the basis of her own judgement about which individuals will be the most useful or representative (Babbie & Mouton, 2001, p. 643). At the time of the evaluation there were a total of 29 staff members working for the GOLD Agency. The functional areas' managers ( $n=6$ ) were selected because they have close contact with the GOLD programme. They not only deliver the activities of their functional area, but they also manage all the staff members who deliver these activities. The provincial managers ( $n=2$ ) have the most regular contact with the IOs, and observe each functional area's activities as they are being delivered to the IOs. The specific provincial managers were selected as they were both in Cape Town at the time that the researcher conducted this phase of the study.

Table 2

*A summary of all GOLD Agency staff members and the final sample of phase one*

Location	Possible data providers: April 2008	Final sample: May-June 2008
GOLD Agency international office: Western Cape	General: 1 director; 1 office administrator; 1 financial manager, 1 IT manager. Each functional area has: 1 manager; 1 coordinator. Training and support has an additional field manager	Structured individual interviews and the validation process to develop programme theory: each functional area's manager ( $n=6$ )
GOLD Agency provincial offices: Western Cape; Kwa-Zulu Natal, Mpumalanga, Botswana	Each provincial office has: 1 Manager; 1 Training and Support Officer; 1 Research and Assessment officer	Validation process to finalise the developed programme theory : Western Cape and Kwa-Zulu Natal provincial manager ( $n=2$ )

### *Materials*

A wide range of data sources were used during this phase of the study in order to strengthen the validity of the programme theory.

### *Documentation*

The following archival data was obtained from the GOLD Agency:

- 1) International office operational plans for each functional area - 2008
- 2) Provincial offices' operation plans - 2008
- 3) IO five year capacity building field service framework - 2008
- 4) GOLD Agency strategic summary - 2007-2009
- 5) GOLD Implementation Manual V2
- 6) GOLD Curricula – track 1-3
- 7) GOLD Peer educator portfolios – track 1-3
- 8) GOLD Annual report - 2006
- 9) GOLD Annual report - 2007
- 10) Training session and workshop process notes - 2007-2008
- 11) Quality assurance quarterly reports - 2008
- 12) Quality assurance mid-year assessment reports - 2008

### *Preliminary logic model*

The preliminary logic models were based on an initial interpretation of the documentation received from the GOLD Agency. These models represented the provisional programme theory of each functional area as well as the overall GOLD programme, and included the standard logic model categories: inputs; activities; outputs; pivotal proximal and intermediate outcomes, and distal outcomes. The logic models of the functional areas focused on how each activity aims to contribute towards the overall purpose and goal of the relevant functional

area. The logic model of the overall GOLD programme focussed on how each functional area aims to contribute towards the goals and objectives of the overall GOLD programme.

#### *Individual interview schedule*

An interview schedule was developed to structure the interviews with these individuals. It was largely unstructured and was based on the preliminary logic models. Three main questions were used to guide the interviews. Firstly, participants were asked to discuss the goals and objective of the area they manage and how this aims to contribute to the overall effectiveness of the GOLD programme. Secondly, each activity included in the preliminary logic model was systematically reviewed. This process involved asking the participants to verify that all the relevant activities were included in the preliminary logic model and to verify that the logic model correctly illustrated how each activity contributes towards the desired goals and objectives of the functional area.

#### *Procedure*

Information-gathering started in April 2008 with the collation of all the documents into preliminary logic models, and continued until June 2008, when the content of the six logic models was agreed upon by all the relevant participating stakeholders.

#### *Study approval*

A Research Ethics Committee of the University of Cape Town provided approval for the study. The director of the GOLD Agency also provided approval for the study. She informed the staff members of the GOLD Agency about the study and urged them to be supportive of the study by participating if the need should arise.

### *Evaluability assessment*

A qualitative evaluation process known as evaluability assessment (Rossi et al., 2004, p. 137) was used to establish whether the GOLD programme is ready for an evaluation and was willing to use the evaluation results (Mackay, 2006; McDavid & Hawthorn, 2006). From meetings and informal discussions with the director of the GOLD Agency and from reviewing the above mentioned documentation, the following was established:

- 1) the GOLD programme has clear and well defined programme goals and objectives
- 2) the GOLD programme has credible programme goals and objectives
- 3) the GOLD programme has available and accessible data and information
- 4) the stakeholders of the evaluation agreed that they will use evaluation results to improve the GOLD programme.

The fact that the GOLD Agency has committed resources allocated to the GOLD programme, that they are clear on what services they want to deliver to the IOs, and that the programme has been in place for over a year, complies with the three criteria “associated with meaningful assessment orientated evaluations” (Chen, 2005, p. 161).

### *Reviewing documentation*

Emails were sent to all the individuals in the sample group, which informed them that their participation in the study would be greatly appreciated. It also invited them to ask any questions they might have regarding the research. After these introductory emails, another email was sent that requested documentation that describes the GOLD programme or the

functional areas. If the original documentation had to be returned to the GOLD Agency, copies of these documents were made. The documentation was sorted according to the following categories: functional area; international office or provincial offices; and the type of documentation. Each of these documents was examined. The documents that provided information relating to the programme theory of the GOLD programme or the functional areas were identified and placed in a new file under similar categories as outlined above. The researcher read through these identified, pertinent documents in a methodical manner. The data resulting from this process of reviewing the documents was used to generate the preliminary logic models of the programme theory underlying the overall GOLD programme and each functional area.

#### *Structured individual interviews*

Prospective participants were contacted and meeting times were arranged at the GOLD international office. All participants were interviewed individually. The relevant preliminary logic models were presented to each participant; for example, the QA logic model was presented to the QA manager. Each interview lasted between 30 and 60 minutes.

#### *Validation process*

The information obtained during the interviews was used to update the logic models, and these were emailed to the relevant international office participants to provide another layer of feedback on the logic models. In most cases, various emails were interchanged before the final version of the logic models was reached. Once this stage was reached, each functional area's manager agreed that the logic model of their functional area was a truthful

representation of the theory underlying the intended activities of their functional area. They also confirmed that the logic model of the overall GOLD programme correctly represented how their functional area intends to contribute towards the overall effectiveness of the GOLD programme.

Subsequently, the Western Cape and Mpumalanga provincial managers were interviewed. The seven logic models were presented to them. The duration of these sessions was between 60 and 90 minutes. Although very few alterations were made by the provincial managers, a few important irregularities were identified. These were pointed out to the relevant international office staff members. Once all the relevant stakeholders agreed, the logic models were formalised.

#### *Data analysis*

The information that was extracted from the documentation for each functional area and the overall GOLD programme were sorted into coding categories named directly after standard logic model components (inputs, activities, outputs, outcomes). In the cases where not all the categories for each activity or functional area could be extracted from the documentation, I applied my knowledge of social theories and logical reasoning to complete the logic models. These entries were done in a different colour from those resulting from the documentation to ensure that they were verified during the structured individual interviews.

The interview data, as confirmed by the validation process, was sorted into the same coding categories (inputs, activities, outputs, and outcomes) that were used to analyse the archival data. Each iteration of the validation process resulted in finer modifications to the logic

models. This process continued until the final logic models were agreed upon by all the participating stakeholders of the GOLD programme.

#### Phase two: Developing and administering the service delivery survey

##### *Rationale and aim*

There is a dearth of research concerning purveyor type programmes, and there is a definite need to find more effective ways to distribute HIV/AIDS prevention programmes amongst the youth of southern Africa. For an intervention programme to be effective it has to be based on a plausible and logical conceptual foundation or programme theory, and it has to be effectively implemented. It is clear that the programme theory and implementation of the GOLD programme are topics that merit investigation. During the second phase of the study the second and third evaluation questions were addressed. A survey instrument was developed and administered to the beneficiaries of the GOLD programme.

##### *Participants*

A sample of 65 individuals participated in this phase of the study. All participants were actively involved with the delivery of the GPEP. Five IOs (MASOYI, SAPPSI, UCSA, YFC MPU, YOHO) did not have a programme coordinator at the time of the study. A summary of all the possible data providers as well as the final sample for this phase of the evaluation is presented in Table 3. The service delivery survey was administered to 65 of the 150 IO staff members. Due to programme commitments and time constraints, the programme coordinators from PPASA and YFC KZN failed to complete the service delivery survey. After various attempts to secure appointments to administer the service delivery survey, it was emailed to these respondents. Despite further attempts to retrieve the surveys from these respondents, none was forthcoming. Although it remains unfortunate, the possibility that these two

individuals' feedback would have altered the outcomes of the evaluation is highly unlikely.

They only make up 3 % (2 out of 67) of the intended sample.

Table 3

*A summary of all IO staff members and the final sample of phase two*

IO name	Province	All beneficiaries of the GOLD programme: April 2008	Final sample size: survey administered July-August 2008 (n=65)
CAWO	Western Cape	15 staff members	5
CCB	Western Cape	10 staff members	4
ISC	Western Cape	9 staff members	4
MASOYI	Mpumalanga	8 staff members	4
MAT	Western Cape	9 staff members	4
NOAH	Kwa-Zulu Natal	8 staff members	4
OIL	Western Cape	8 staff members	4
PPASA	Western Cape	15 staff members	3
SAPPSI	Botswana	6 staff members	4
SETHANI	Kwa-Zulu Natal	8 staff members	4
UCSA	Western Cape	7 staff members	4
UKUTHASA	Western Cape	8 staff members	4
YFC MPU	Mpumalanga	3 staff members	3
YFC KZN	Kwa-Zulu Natal	6 staff members	3
YFC G	Western Cape	15 staff members	4
YFC K	Western Cape	11 staff members	4
YOHO	Botswana	3 staff members	3

### *Sampling procedure*

Purposive sampling (Babbie & Mouton, 2001, p.643) was used to select an initial group of participants who have had most regular contact with the GOLD agency. The programme managers and programme coordinators were selected because they serve as the communication channel between the facilitators and the GOLD Agency, and are responsible for managing the facilitators. They thus have a bird's-eye view of the services their organisation has received from the GOLD Agency. In addition, lead facilitators were included as they are selected by IOs on the basis of their performance and are thus most likely to be the facilitators who have been implementing the peer education programme for the longest period of time.

One additional participant from each organisation was identified via snowball sampling (Babbie & Mouton, 2001, p.167). Eighteen staff members were identified and completed the survey as well. Apart from CAWO, where both the director and a specific facilitator were recommended, only one additional respondent from each IO was identified.

### *Materials*

The seven logic models were used to develop the service delivery survey.

### *Service delivery survey*

The 59-item service delivery survey (see Appendix A) was developed on the base of the intended service delivery plan of the GOLD programme. It assessed the implementation fidelity with which the GOLD programme was delivered to the IOs and investigated the

beneficiaries' perceptions of the services. It contained five demographic items related to the respondents' employer, the length of both the respondents' and their employers' relationship with the GOLD Agency, and the respondents' role and responsibilities within the organisation.

The survey items, which made up the main body of the survey, can be divided into four categories (implementation fidelity, quality, value, and outcomes); each category investigated a different aspect of the intended activities of the GOLD programme. The "implementation fidelity" questions investigated whether the intended activities were being delivered to the intended beneficiaries at the correct time. To ensure that no unnecessary questions were administered to the respondents, the implementation fidelity questions were also used as screening questions to establish respondents' eligibility for the subsequent questions (quality, value, and outcomes) relating to each activity (Cjaza & Blair, 1996, p.59). The survey items in the second and third category included six-point Likert scales that assessed respondents' perceptions of the quality (1 = excellent, 5 = very poor) and usefulness (1 = very useful, 5 = not useful) of the activities. The sixth point on both of these scales provided respondents with a "can't remember" option. Questions in the fourth category investigated respondents' perceptions of activities' ability to result in its' expected outcomes. An open-ended question provided respondents, who indicated that an activity did not result in the expected pivotal outcome, with an opportunity to explain their answer.

The last few survey items investigated more general perceptions of the GOLD Agency and of the support they provide IOs through the GOLD programme.

*Developing the service delivery survey*

Informal discussions regarding the development of the tool(s) to be used for data collection in the current study were held with the staff members of the GOLD Agency. These discussions provided the researcher with insight regarding the intended target population: all IO staff members can speak English; most IO staff members are resistant towards any additional paper work; all IOs have access to a telephone. Additionally, a brief review was conducted of a few previous studies of organisations' service delivery (Bolton & Drew, 1991; Robinson, 1999; Wisniewski, 2001). The researchers who conducted these studies unanimously employed survey research to collect data regarding beneficiaries' perceptions of the quality and value of services. Subsequent to the discussions and review, it was decided that telephonically administered surveys would be the most appropriate method of data collection for this study.

Telephonic interviews are inexpensive and produce a large data set representative of a diverse population in a comparatively short period of time. They also enable clarification of questions when respondents clearly misunderstand the intent of a specific question (Babbie & Mouton, 2001, p. 249-252). It also allows researcher to probe unclear responses to open-ended questions (Dillman, 2007, p. 41). One of the biggest advantages of telephonic interviews, in comparison to face-to-face interviews, is that it saves money and time. Because the respondents of this study were spread across South Africa and Botswana, face-to-face interviews would have been too resource intensive. The primary reason for not mailing the service delivery survey was the high level of commitment required by self-administered questionnaires (Dillman, 2007, p. 38).

A survey was designed that began with five items that obtained the necessary demographic information from each respondent. The survey asked respondents whether they received the activities outlined in the GOLD programme's service delivery plan and also investigated their perceptions of the quality and usefulness of the activities, and of the ability of these activities to result in their expected outcomes. Finally, respondents were asked more general questions about their own and their organisation's relationship with the GOLD Agency.

It was ensured that (1) the words were simple, direct and familiar to the respondents, (2) the questions were as clear and short as possible, (3) that no items were double-barrelled, (4) that the questions were not leading or loaded, (5) that the items were applicable to all respondents, and (6) that the questions read well and were easy to understand (Dillman, 2007, p. 51; Warwick & Lininger, 1975, p. 127-148). The questions in the first section of the service delivery survey were arranged according to the sequence in which the activities were supposed to be delivered to the respondents, while the remainder of the survey items were grouped according to the functional areas.

An expert in the field of survey development from the Medical Research Council reviewed the instrument for content validity. She determined whether the survey items captured the intended measures and whether the instructions were clear and easily understood. All her recommendations were incorporated into the final instrument.

The survey instrument was further examined during a pilot administration. Two randomly selected respondents from the Western Cape completed the service delivery survey, while the method of cognitive interviewing (Dillman, 2007, p.140) was employed. According to this technique respondents were asked to think out loud as they completed the questionnaire. This

method was used to establish whether they understood the words used in the survey and interpreted the questions correctly and similarly to each other. After completion of these pilot interviews, and based on observations made during these sessions, changes were made to the final service delivery survey.

#### *Service delivery checklist*

The one page, 35-item, service delivery checklist (see Appendix B) was used to arrange the implementation fidelity data that resulted from the service delivery survey. All of the intended activities of the GOLD programme were presented in a tabular format that arranges the activities according to the functional areas. The table consists of four columns. The first column lists all of the intended activities of the GOLD programme. The subsequent three columns provide space to indicate whether the activity was received by all the relevant IO staff members, whether the activity was delivered at the correct time to all of the staff members who received it, and to calculate the checklist score for each activity. These scores depend on the reported integrity with which each activity was delivered. The system that was used for allocating marks is summarised in Table 4. There was also a space to calculate the overall implementation fidelity score for each IO. The overall implementation fidelity score is the average of all the checklist scores that was allocated to each activity.

Table 4

*A summary of the system used for allocating marks to the service delivery checklist*

Mark allocated	Criteria for allocating mark
2 marks	The service was delivered exactly as outlined in the service delivery plan
1 mark	The service was delivered to the IO, but was either <ul style="list-style-type: none"> <li>• delivered at the incorrect time</li> <li>• delivered incompletely</li> <li>• not delivered to all the relevant staff members of the IO</li> </ul>
0 marks	The service was not delivered to the IO

#### *Developing the service delivery checklist*

The process of developing the service delivery checklist involved the extraction of all the intended activities of the GOLD programme. The format of the checklist enabled the calculation of the checklist scores of the activities and the overall implementation fidelity score for each IO.

#### *Quarterly reports*

Each IO submits monitoring and evaluation reports on a quarterly basis to the QA coordinator who is based at the GOLD Agency's international office. The QA coordinator, in turn, compiles quarterly reports based on the information received from the IOs. These reports indicate each IO's ability to meet the GPEP's quarterly targets, highlight difficulties that were reported on by various IOs, and provide IOs with suggestions of how to overcome some of their reported difficulties.

### *Procedure*

The survey and the checklist were developed during July 2008. The months of September and October, 2008, were used to telephonically administer the service delivery survey.

#### *Administering the survey*

The GOLD Agency sent a letter (see Appendix C) to each IO to inform all staff members about the planned evaluation. After that, each respondent from the initial sample was phoned to schedule an appointment for them to complete the service delivery survey. This first telephonic conversation was used to inform prospective participants that the survey did not aim to test them, but rather to investigate their perceptions of the GOLD programme in order to help the GOLD Agency improve its future service delivery. Participants were also assured that there are no right or wrong answers to the questions. Any questions regarding the research that these individuals had were answered during this conversation. Finally, they were motivated to think of any questions they might want to ask on the day they completed the survey.

The respondents were phoned at the time of their scheduled appointment, and each conversation was started with another reminder that the survey did not intend to assess their knowledge or skill. All respondents were assured of the confidentiality of their answers. Respondents were asked whether they had any questions regarding the evaluation that could be addressed before the formal interview process began. They were also encouraged to interrupt the interview at any stage if they could think of any questions or uncertainties regarding the evaluation or the survey. The technique of computer-assisted telephone interviewing (Babbie & Mouton, 2001, p. 416) allowed for the entering of data directly into

data files as it was generated. That is, as the respondents answered the survey items I directly entered the data into an Excel spreadsheet.

After the participants in the initial sample completed the survey, they were asked to nominate one of their colleagues whom they thought would be able to provide the most useful information. Once all the respondents from the initial sample of a specific IO completed the survey, the additional respondent from that IO was identified and contacted. The process of administering the survey to the additional respondents from each IO followed exactly the same procedures that were employed with the initial sample.

### *Data analysis*

#### *Survey results*

The technique of computer-assisted telephone interviewing ensured that all close-ended data were immediately ready for analysis. Descriptive statistical methods were used to analyse the quantitative data. The analysis describes the results of the service delivery survey in terms of frequency counts of services being delivered at the correct time, services being delivered to the correct target, and respondents' perceptions of the received services. The qualitative data that resulted from the open-ended questions was coded before analysis could occur. The qualitative data was arranged according to the open-ended questions. For example, each respondent's answer to question 58 of the service delivery survey was collated into one file. I closely read the resulting files on three different occasions to allow myself to become familiarized with the data. After this process I generated and assigned codes to interesting features of the data in a systematic fashion. Finally, the coded data was collated into themes. These themes formed the basis for the arguments presented in the results of this evaluation.

### *Calculating the implementation fidelity scores*

After all the participating staff members of a specific IO completed the survey, I manually completed the service delivery checklist and calculated the implementation fidelity scores for each functional area and for the overall GOLD programme for each IO. The implementation fidelity scores for each functional area were obtained by summing all the checklist scores assigned to each IO for each functional area's activities and dividing this number by the total number of possible scores based on the functional area's intended service delivery plan. The overall implementation fidelity score for each IO was calculated as the average of the total of all the functional area's implementation scores. These scores were normalised to scores out of 10. This enabled the researcher to compare the results of the functional areas to each other. Five of the six functional areas had five or less activities (A&V=3; QA=5; R&D=5; RM=5; SM=3), while the T&S functional area had 14 activities. Each activity and each functional area was weighted equally. Similar methods for calculating implementation fidelity scores have been employed by other implementation evaluations (Botvin, Baker, Filazzola, & Botvin, 1990; Elliot & Mihalic, 2004).

The total number of activities delivered to South African IOs (N=36) is slightly different from that delivered to the Botswana IOs (N=35). This difference was taken into account during analysis to ensure that it did not distort the results.

### *Calculating the composite performance score*

The total number of targets met by each IO during 2008, as reported to the GOLD Agency in the quarterly reports, was calculated. For the composite performance score for each IO, this

number was expressed as a percentage of the total amount of targets set by the peer education programme (N=86). For ease of comparison with the implementation fidelity scores the composite performance scores were normalised to scores out of 10.

There were two conditions where the total amount of targets that could be met by IOs was less than 86. To ensure that this did not distort the results, the composite performance scores for these IOs were calculated as a fraction of the total number of targets that were applicable to them. These conditions and how they were treated are listed below:

- 1) NOAH, SETHANI, YFC (MPU) and YOHO started to deliver the GPEP in 2007, and as a result had no track 3 peer educators during 2008. Subsequently, the total number of track 1 and track 2 targets for 2008 was used to calculate these IOs composite scores.
- 2) Both Botswana IOs (SAPPSI and YOHO) only sent in their quarterly reports for the last two quarters of 2008. As a result, only the last two quarters' targets were used to calculate the composite scores for these IOs.

## CHAPTER THREE: RESULTS AND DISCUSSION

### Overview

Logic models are used to present the programme theory underlying the GOLD programme and each of the functional areas that were developed to address the first evaluation question. The logic model that was developed for the overall GOLD programme is presented in Figure 2 and indicates how each functional area intends to contribute towards the IOs' ability to implement the peer education programme effectively.

The A&V function provides IOs with resources, knowledge and skill to independently promote the GPEP. In turn, the QA function provides IOs with the knowledge and skill to monitor their delivery of the peer education programme. The R&D function develops and distributes all resources necessary to deliver the GPEP effectively. The RM function, in turn, provides IOs with resources, knowledge, and skill to independently obtain resources to support their delivery of the GPEP. The SM function ensures that potential IOs are identified and that an increasing number of organisations deliver the GPEP. It also ensures that current IOs are provided with sufficient opportunities to interact with each other to ensure that they do not feel isolated in their delivery of the peer education programme. Finally, the T&S function provides IOs with knowledge and skill necessary to deliver the GPEP effectively. Based on the programme theory of the GOLD programme, the functional areas provide IOs with all the services deemed necessary to deliver the GPEP effectively. The logic model of the overall GOLD programme provides a more detailed description of the assumed progress between each functional area and the distal outcomes of the GOLD programme: local organisations have the necessary support, capacity, and leadership skills to deliver the GPEP effectively.

Each of the functional areas has a unique service delivery plan which includes various activities that are deemed necessary to result in the functions' expected outcomes. The programme theory underlying the activities of each functional area is presented in six separate logic models. The preliminary assessment of the developed programme theory indicated that the components of the logic models were well defined and measurable. To take one example, the Agency developed quarterly targets that constitute the standard for high quality delivery and the monitoring and evaluating system assesses how well each IO performs against these set targets. The distal outcome of high quality delivery of the GPEP was thus well defined and measurable. The relevant stakeholders and the evaluator also agreed that the change processes described in the logic models seemed plausible and realistic. The programme theory indicates the complex and dense nature of this programme.

An observation that was made during the development of the programme theory was that the international office and the provincial managers' perceptions of how the activities contribute toward IOs' ability to implement the GOLD peer education programme were, at times, divergent. For example, the international office SM manager indicated that the peer educator forums (PEFs), included in the SM logic model, should result in a stronger relationship and better collaboration between the GOLD Agency and the IOs. The provincial managers opposed this view and stated that the PEFs resulted in stronger relationship between the IOs. It is important to note that the international office staff members are mainly responsible for the development and management of the delivery of the GOLD programme, while the provincial managers are closely involved with the actual delivery of the GOLD programme to the IOs. These disagreements are examples of instances where activities' outcomes that are theoretically logical and plausible are disapproved during implementation. That is, when the activities are actually implemented they result in totally different and unexpected outcomes.

The evaluator facilitated discussion between the various stakeholder groups to ensure agreement on these disagreements. This process resulted in the adjustment of some of the activities' expected proximal and intermediate outcomes. Although some outcomes were changed, the activities still contributed towards achieving the distal outcome of the GOLD programme. This clearly indicates why black box evaluations are not sufficient – although activities might result in the expected distal outcomes, the process by which this occurs will remain unknown if the programme theory and implementation are not considered during the evaluation. As mentioned in the first chapter, this lack of awareness of the underlying processes of a programme will result in evaluators being unable to identify the reasons for programme success or failure. This severely limits the use of evaluation findings because it not only makes it impossible to improve the evaluated programme, but it also means that the programme cannot be duplicated (Chen & Rossi, 1983; Kalafat, Illback, Sanders, 2007).

The results of this evaluation are presented according to the remaining two aims of the evaluation. Section A presents the implementation fidelity results of the evaluation. The outputs of each of the functional area's logic models were used as the benchmark to establish the implementation fidelity with which the GOLD Agency delivers the GOLD programme (Evaluation question 2a). Perceived quality and usefulness of these outputs were also assessed (Evaluation question 2b). Section B presents the findings that resulted from the tentative inquiry into the likelihood of the programme theory. Beneficiaries of the GOLD programme were asked to assess the likelihood of the pivotal outcomes of each of the functional area's logic models (Evaluation question 3a). The relationship between each IO's implementation fidelity and composite performance score was investigated to establish whether the GOLD programme is, in fact, increasing IOs' ability to deliver the GPEP (Evaluation question 3b).

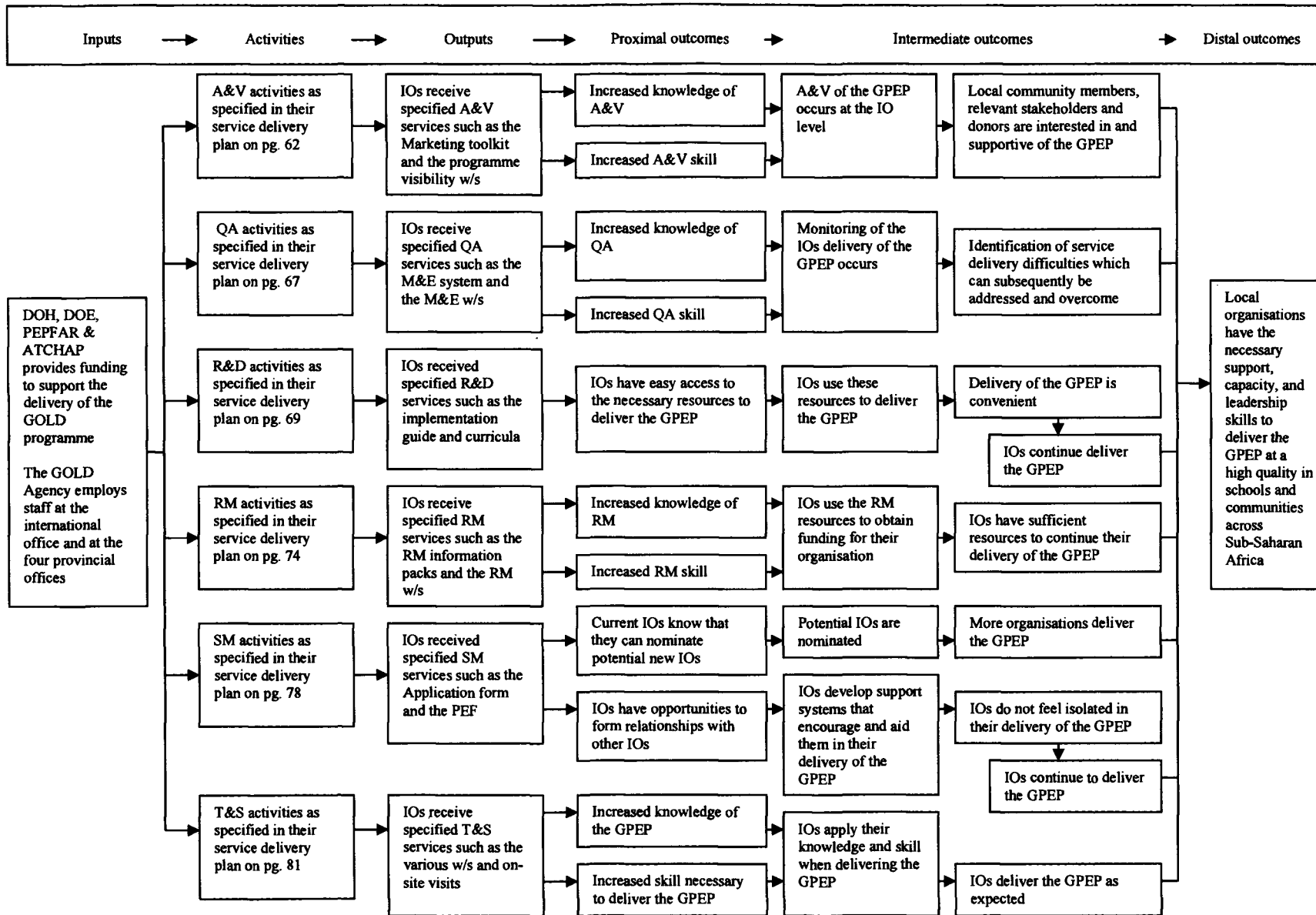


Figure 2. Logic model of the overall GOLD programme

### **Section A: Implementation fidelity of the GOLD programme**

Programme theory has a high level of authority in delineating what a programme should be doing (Rossi et al., 2004, p.173). The outputs of each functional area's logic model were converted into survey items that were used to establish whether the functional areas perform in accordance with its intended service delivery plan. The data resulting from these survey items were fed into the relevant sections of the service delivery checklist from where the IOs' functional area implementation fidelity scores were calculated. IOs whose implementation fidelity scores deviated with more than one standard deviation were considered to suggest significant variation in the service delivery, and prompted further investigation. The findings of each functional area are discussed separately. The relevant logic model is included at the start of each of these sections to provide an understanding of the benchmarks that were used to assess the level of implementation fidelity with which each functional area delivered its intended activities.

#### *Advocacy and visibility function*

The logic model for the advocacy and visibility (A&V) function is presented in Figure 3. The activities included in this figure clearly indicate that although this function intends to plan an annual activity to promote the GPEP, most of its time and resources are invested into activities that equip IOs - development and distribution of the marketing resources and the delivery of the programme visibility workshop. It is hoped that these activities will encourage IOs to promote the GPEP independently. The logic model of this function provides a more detailed description of the assumed progress between each A&V activity and the distal outcomes of the GOLD programme

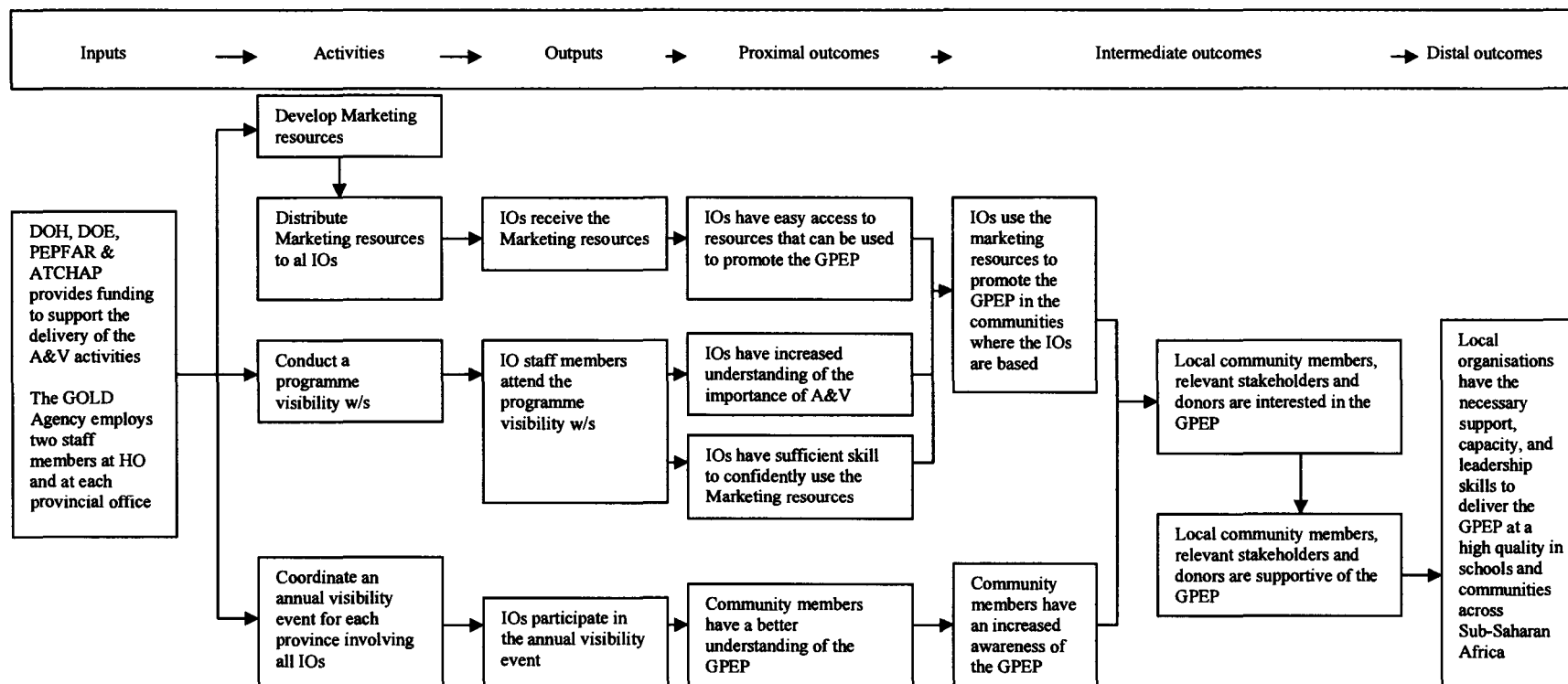


Figure 3. Logic model of the advocacy and visibility function

The organisations' A&V implementation fidelity scores are presented in Figure 4.

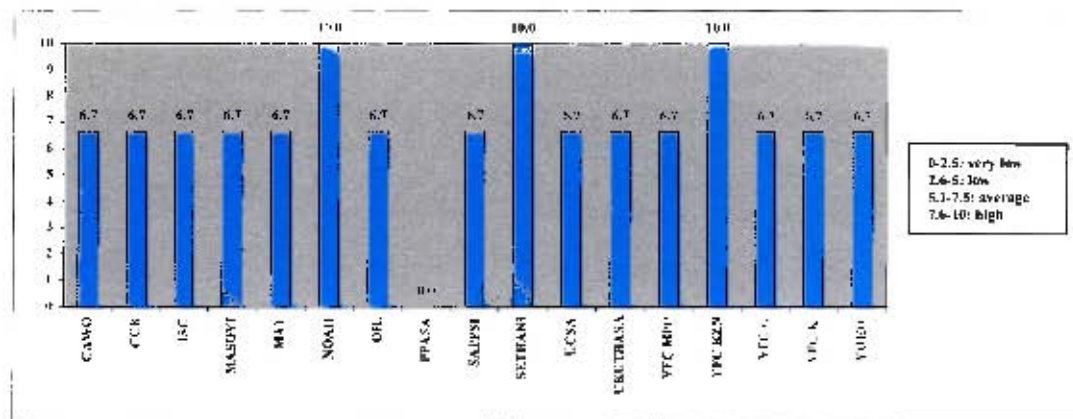


Figure 4. IOs' advocacy and visibility implementation fidelity scores

The average of the IOs' A&V implementation fidelity scores was 6.9, which suggests an average level of consistency between the A&V function's actual service delivery and their intended service delivery plan. The standard deviation for this data set was 2.19. As illustrated by Figure 4, three IOs (NOAH, SETHANI, YFC KZN) received all of the A&V activities, while PPASA received none of these activities. All of these four IOs' A&V implementation fidelity scores were more than one standard deviation away from the mean, which is an indication of a potential bias in the A&V function's service delivery and also raises a concern regarding over-coverage to some IOs and under-coverage to others. Sixteen of the 17 IOs had at least one participating staff member who could confirm that the marketing resources and the programme visibility workshop were delivered to their organisation. Although 17 of the 20 respondents (85%) who have used the marketing resources attended the programme visibility workshop, 15 of the 32 respondents (47%) who attended this workshop have not used the marketing resource. Ten of these respondents (67%) came from organisations where other staff members have

used the marketing resources. During 2008, the A&V function coordinated a visibility event in Kwa-Zulu Natal. All three organisations in this province were involved with this event. Participating staff members from PPASA indicated that no A&V activities were delivered to them during 2008. These respondents were unaware that the GOLD Agency distributes marketing resources and conducts a resource mobilisation workshop.

*Comments and recommendations:* The concern raised about the amount of the A&V activities received by the various organisations goes beyond implementation. When considering the A&V function's programme theory, presented in Figure 3, it becomes clear that an assumption exists that the promotion of the GPEP is essential to ensure effective delivery of the programme. It is assumed that if members of the school, and the larger community, are unaware of the programme, or do not have sufficient understanding of it, the pivotal outcomes expected of the GPEP are likely to be placed in jeopardy. Literature on programme implementation supports this assumption as it often refers to external and environmental factors, like programme stakeholders' awareness and support of initiatives, and how these directly influence the outcomes of programmes (Love, 2004, p. 66). Considering the potential detrimental effects that could result from insufficient promotion of the GPEP, it is recommended that the A&V function ensures 100% coverage of all its planned activities to all sites in future.

The Agency has the largest amount of control over the annual visibility event as it is the only promotional activity that they are directly responsible for. It is recommended that the A&V function puts much effort into ensuring that these annual promotional activities

expose the largest possible number of programme stakeholders to the GPEP. The intended annual visibility event could also provide the IO staff members with an opportunity to observe how promotional activities should be planned and conducted. This will increase IO staff members' confidence to independently plan and conduct similar activities in future. In light of the potential benefits of the visibility event, it is recommended that the A&V functional area prioritises the visibility events to ensure that all sites are exposed to this activity on an annual basis. To ensure that this occurs, it might be useful to divide the responsibilities of conducting these events between the international office A&V team and the provincial offices. For example, the international office A&V team can develop the content and structure of each year's visibility event, while the provincial offices coordinate these events.

Two thirds of the respondents (10 out of 15, 67%) who did not use the marketing resources after they attended the programme visibility workshop came from organisations where another staff member have used the marketing resources. This indicates that the A&V functional area could benefit from being more stringent when selecting IO staff members to attend the programme visibility workshop. The findings suggest that only one IO staff member assumes responsibility for using the marketing resources. Ideally, it should be these individuals who are selected to attend the programme visibility workshop. Literature suggests that targeting the correct population will ensure that organisations use resources in a more effective way as larger numbers of the intended target group will attend the workshop, while inappropriate staff members will be excluded (Love, 2004, p.82).

### *Quality assurance function*

The logic model for the quality assurance (QA) function is presented in Figure 5 and includes all the activities this function intends to deliver. It provides IOs with a standard monitoring and evaluation system which enables them to monitor their delivery of the GPEP. The monitoring and evaluation system is based on the Logic Framework Analysis (LFA) matrix that provides standards and guidelines for implementation practices for the GPEP. The information that the IOs obtain from the monitoring and evaluation system is sent to the QA coordinator at the international office, who analyse the data to identify patterns of delivery of the GPEP. The results of this analysis are used to determine whether and how the LFA matrix should be modified, and to create reports on the IOs' performance in comparison to the quarterly targets and in relation to the other IOs. The monitoring and evaluation workshop intends to equip IOs with the skills necessary to confidently use this system. Figure 5 provides a more detailed description of the assumed progress between each QA activity and the distal outcomes of the GOLD programme.

*Comments and recommendations.* The QA functional area managed to adequately deliver all of its intended services to all of the participating staff members in the intended target population. It thus managed to ensure 100% coverage of its intended activities, which is also why no figure of the IOs' QA implementation fidelity scores was necessary. All intended QA activities were thus delivered in a manner that was consistent with its service delivery plan. This is a substantial achievement and the QA functional area should continue to build on its strengths to ensure that this high level of service delivery is maintained in the future.

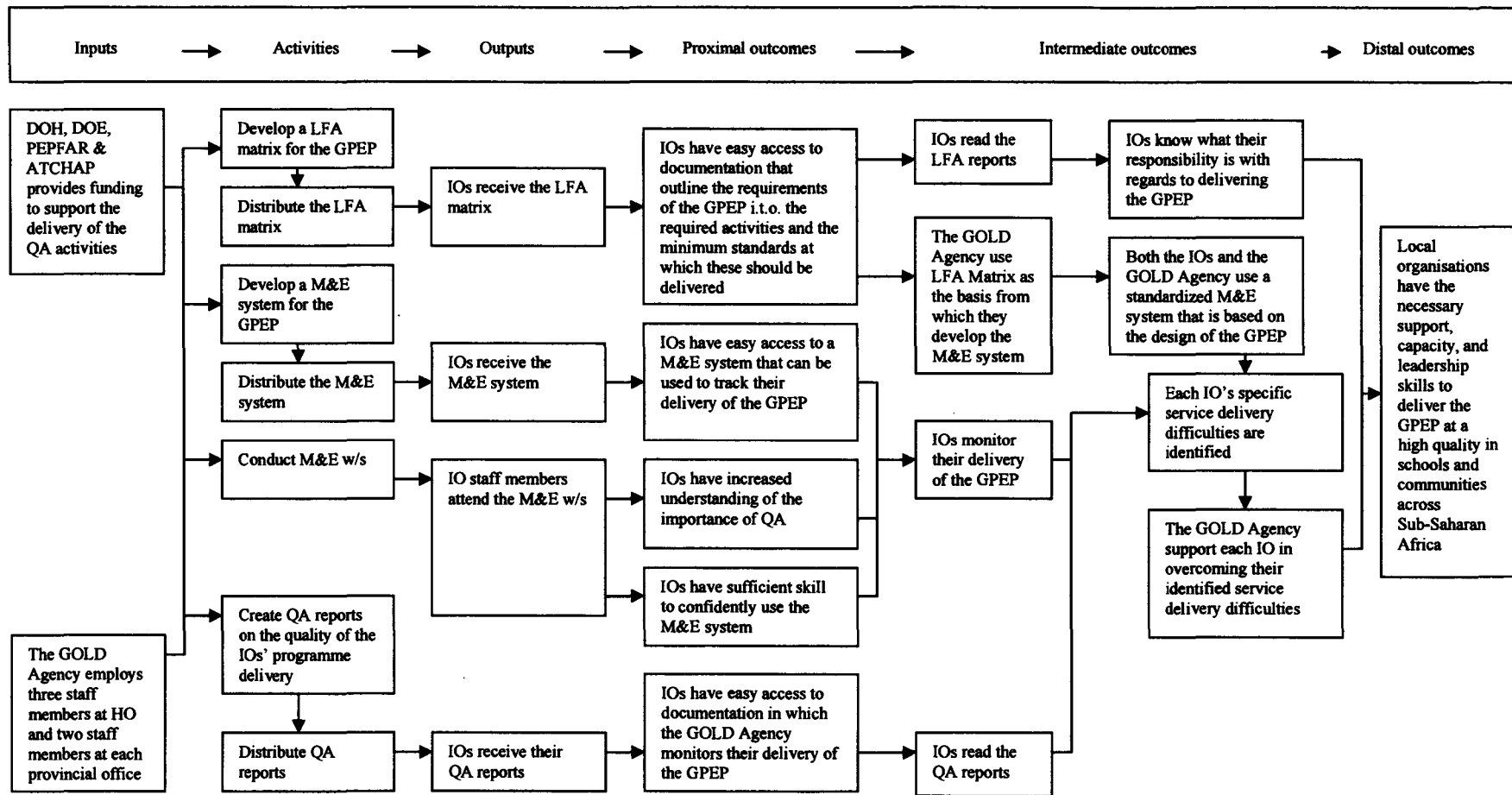


Figure 5. Logic model of the quality assurance function

### *Research and development function*

Figure 7 presents the theory underlying each of the activities that the research and development (R&D) function intends to deliver to the IOs. It indicates that this functional area is responsible for the development and the distribution of all the supporting documentation of the GPEP. The R&D function conducts research with the stakeholders of the peer education programme to inform the process of updating at least two resources every year. For example, during 2008 the track 1 curricula, track 1 peer educator portfolios, and the implementation guide were updated. It is also the responsibility of this function to update the training resources as the training sessions and workshops are modified. Figure 7 provides a more detailed description of the assumed progress between each R&D activity and the distal outcomes of the GOLD programme.

The R&D implementation fidelity scores for each IO are presented in Figure 6.

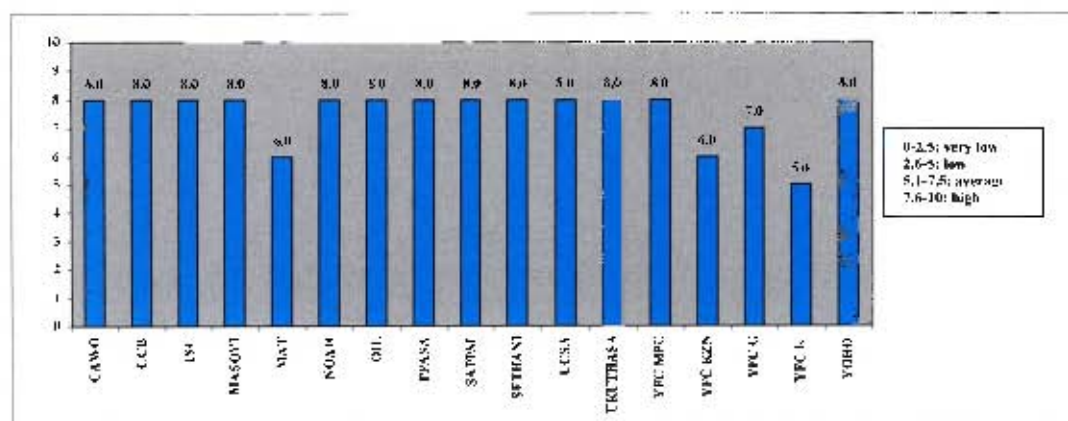


Figure 6. IOs' research and development implementation fidelity scores

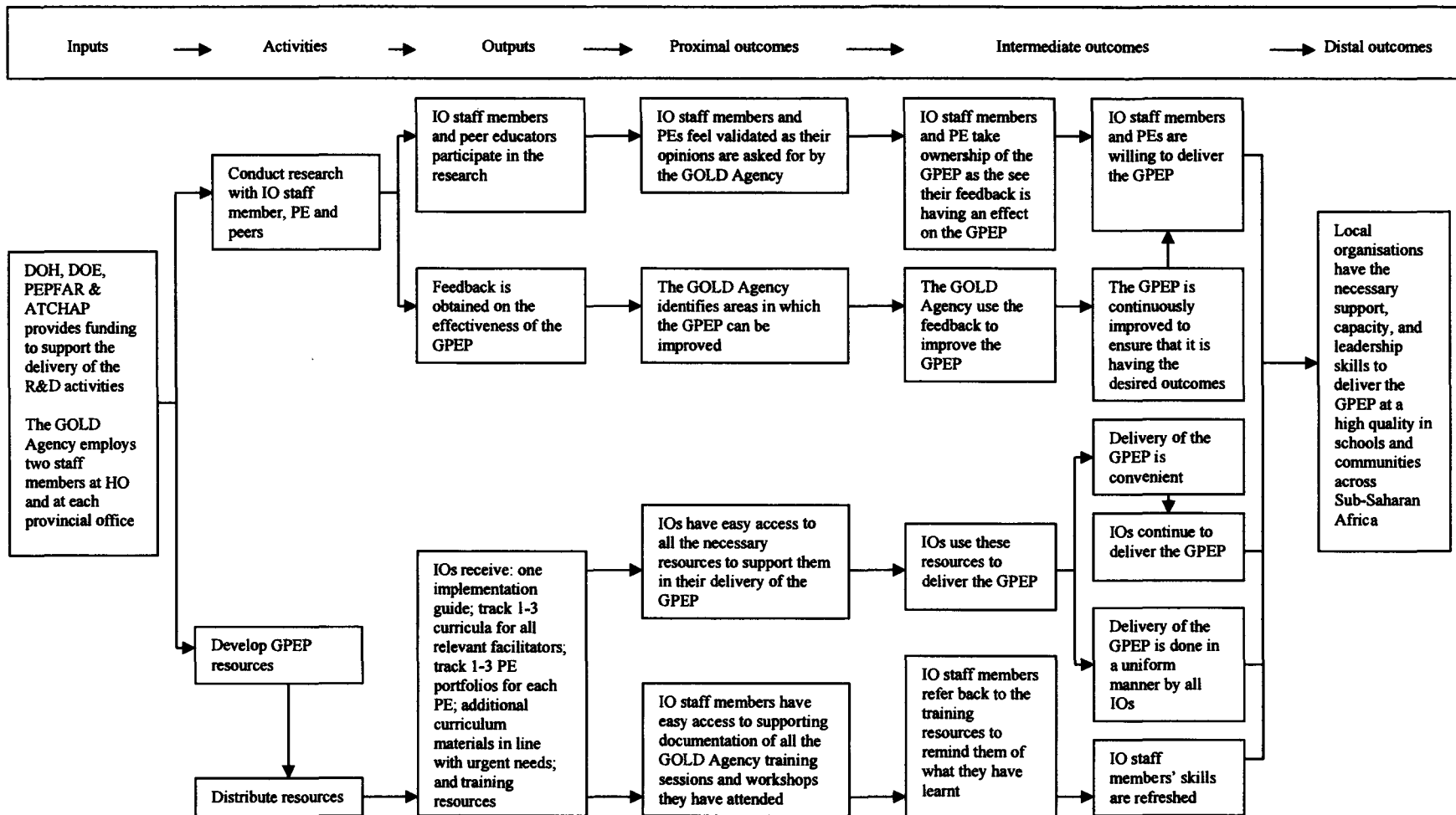


Figure 7. Logic model of the research and development function

As illustrated in Figure 6, the R&D function maintained a high level of coverage to most IOs ( $n=13$ ). The mean score for the IOs' R&D implementation fidelity scores was 7.5, which implies that there is a high level of consistency between this function's service delivery and its intended service delivery plan. Three IOs' (MAT, YFC KZN, YFC K) R&D checklist scores were, however, more than one standard deviation ( $SD=0.94$ ) below the mean, which suggests under-coverage to these organisations. All IOs indicated that they have received an implementation guide, curricula and peer educator portfolios at the start of 2008, but the additional curriculum materials was not consistently delivered to any of the organisations.

The R&D function claims to employ the method of participatory development. To determine if this occurs the survey assessed whether respondents felt the GOLD Agency provides them with adequate opportunities to provide feedback on their experience of delivering the programme, and whether respondents felt that the GOLD Agency listens to and incorporates their feedback into the resources of the GPEP. Forty-seven of the 65 respondents (72%) rated the amount of opportunities to provide feedback as good or excellent, while 44 respondents (68%) chose these options with regard to the willingness of the GOLD Agency to incorporate their feedback. Eighteen respondents (28%) were dissatisfied with the amount of feedback opportunities, while 21 respondents (32%) were dissatisfied with the incorporation of their feedback. The following quotation communicates the sentiments of these unsatisfied respondents:

**“The GOLD Agency should really try to listen to us. We deliver the programme to the kids and we know what works and what doesn’t work. These days we don’t even tell them what we think because we know it will make no difference. They should stop asking our opinion if they do not want to listen to it.”**

The findings did however indicate that the majority of the respondents are satisfied with the level of authority they have in the development of the GPEP. Ten facilitators who indicated that they were satisfied with both of these aspects did, however, raise a concern regarding the fact that the programme managers have more opportunities than they do to provide input into the modification of the GPEP. They expressed concern regarding the fact that the GOLD Agency invites the programme managers to attend the meetings where decisions about the programme are made, while they feel that it is the facilitators who deliver the programme and see what works or doesn’t work. According to these respondents, the programme managers are not aware of all the intricacies involved with the delivery of the programme and believe that the facilitators are in a better position to provide the GOLD Agency with information on how to improve the GPEP.

*Comments and recommendations.* When considering the progress of the R&D activities, presented in Figure 7, it becomes clear that these activities are believed to result in various micro-steps deemed necessary for the IOs to implement the peer education programme successfully. It is thus recommended that this functional area ensures that their future service delivery to all IOs is consistent to their service delivery plan.

Although the R&D function employs the method of participatory development with some level of success, the findings suggest that there is some room for improvement. Based on the knowledge that the principles of power, legitimacy, motivation and trust are essential ingredients of any successful participatory relationship (Eversole, 2003), it is suggested that the IO staff members are viewed as fellow developers of the GPEP and are treated as peers who have legitimate insights and power to influence the development of the programme. The GOLD Agency should ensure that IO staff members are made aware of the fact that their feedback is valuable and that it will be considered when modifying the peer education programme. If staff members do not see the effects of their feedback they could assume that their feedback is not considered seriously. Literature suggests that this detracts from participatory development (Eversole, 2003) as staff members might lose motivation to provide the GOLD Agency with feedback.

The findings also suggest that the GOLD Agency fails to fully tap into the knowledge of the facilitators (). The facilitators' direct involvement with the delivery of the GPEP makes them a rich source of information that ideally should be used to ensure the future success of the programme. It is strongly recommended that more opportunities are created for facilitators to give input into the development of the GPEP.

### *Resource mobilisation function*

Figure 9 presents the theoretical foundation of the intended activities of the resource mobilisation (RM) function. This function not only aims to provide IOs with funding and connect them with reliable and sustainable financial partners, but it also spends a significant amount of its time and resources on activities that aim to equip IOs with skills

and tools deemed necessary to enable them to independently obtain their own resources. These activities include the development and distribution of the RM information pack, the delivery of the RM workshop, and the development and distribution of the list of potential donors. A more detailed description of the assumed progress between each RM activity and the distal outcomes of the GOLD programme is presented in Figure 9.

Figure 8 presents the calculated RM implementation fidelity scores of each IO.

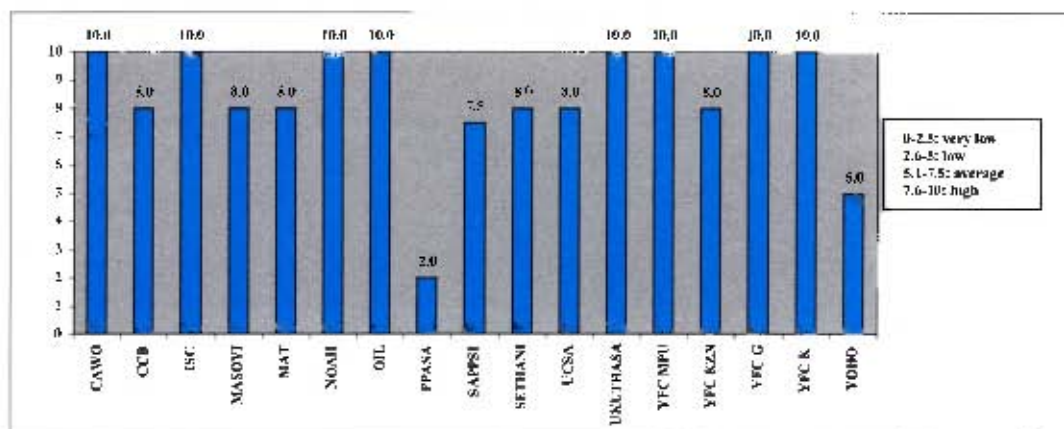


Figure 8. IOs' resource mobilisation implementation fidelity scores

As illustrated by Figure 8, the RM function's service delivery to most IOs (N=14) was on a high level. The mean score on the RM section of the service delivery checklist was 8.4, with a standard deviation of 2.16. The overall consistency between the RM function's service delivery plan and its actual service delivery was thus on a high level. PPASA's and YOHO's RM checklist score was more than one standard deviation below the mean, which suggests that the RM service delivery to these IOs was significantly worse than its service delivery to the other IOs.

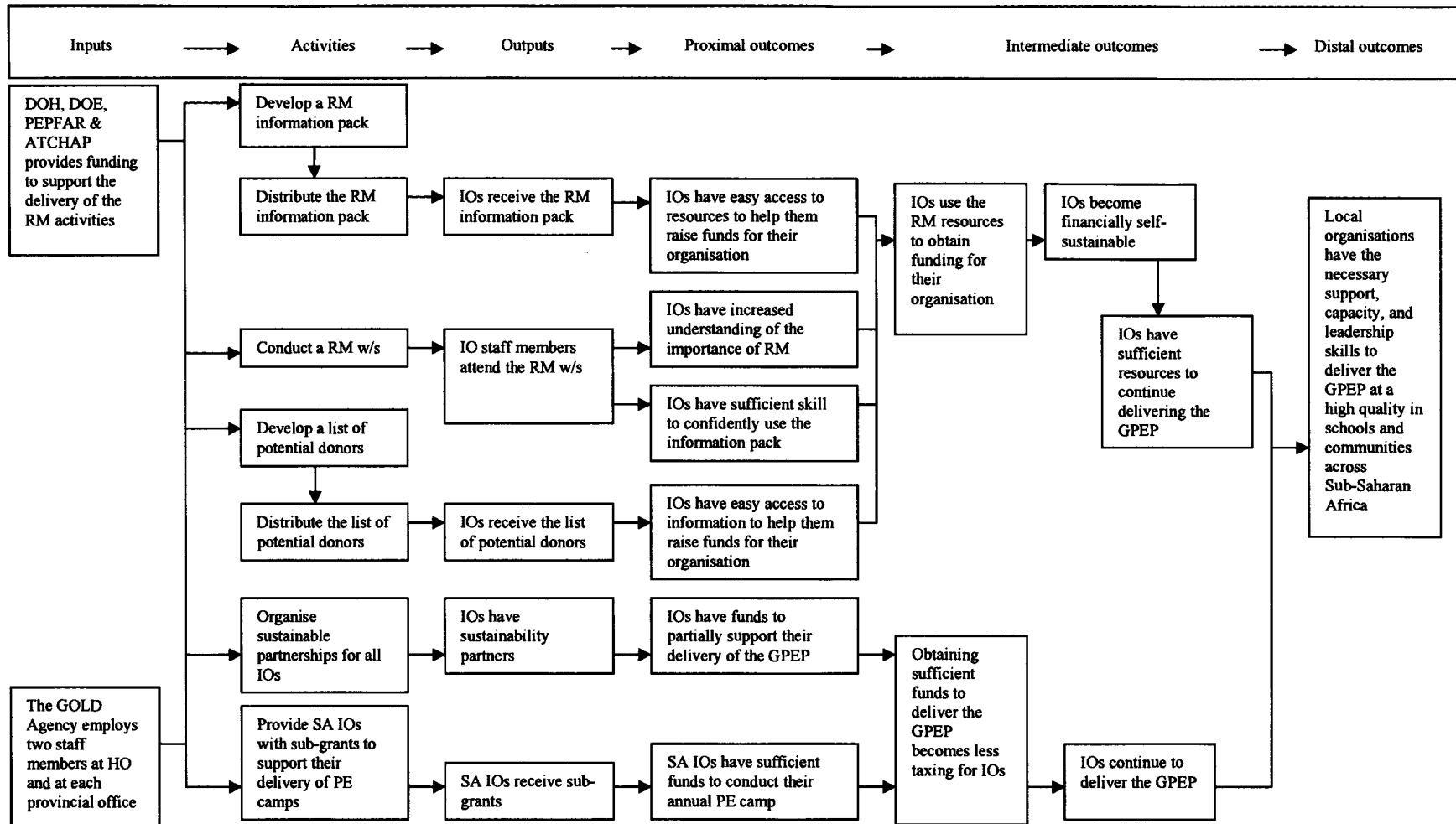


Figure 9. Logic model of the resource mobilisation function

Apart from PPASA, all IOs received both the RM information pack and the RM workshop. The RM workshop should have been attended by the intended users of the information pack, who ideally should also have been the staff members who are responsible for resource mobilisation for their organisation. Almost half (12 of the 28; 43%) of the respondents who attended the RM workshop did not proceed to use the information pack. Six of these respondents indicated that time constraint is the only reason why they have not used the information pack, while the remaining respondents indicated that resource mobilisation is not their responsibility. Eleven of the 17 IOs confirmed that the list of potential donors have been sent to them by the GOLD Agency. Forty of the 65 respondents (62%) were unaware of the fact that their organisation has a sustainability partner as a result of its relationship with the GOLD Agency. Thirty of these respondents (75%) indicated that the GOLD Agency does not do enough in terms of providing their organisation with resources to support their delivering the GPEP. All South African IOs could confirm that their organisation received sub-grants from the GOLD Agency during 2008.

*Comments and recommendations.* Figure 9 illustrates that the RM activities aim to ensure that IOs have sufficient funds to deliver the GPEP. For obvious reasons IOs will not be able to continue their delivery of the programme if these outcomes are not achieved. It is thus recommended that this function ensures that all of their activities are delivered consistently to all sites in future.

The fact that six of the 28 respondents (21%) who attended the RM workshop failed to meet the eligibility criteria suggests that this functional area could benefit from being more stringent when selecting IO staff members for this workshop. The expected outcomes of the workshop are more likely to occur if the intended staff members attend the workshop. As mentioned before, this will ensure that fewer inappropriate staff members attend the workshop, which will enable the RM function to use its time and money more effectively and to exert its efforts on staff members who will actually utilize the transferred skills (Love, 2004, p.82).

It is unfortunate that six organisations have not received the potential donors list as this is not a resource intensive activity and the logic model of this functional area suggests that it could contribute towards the financial sustainability of the IOs.

Finally it is recommended that all IO staff members are made aware of their organisation's sustainability partners that resulted from its relationship with the GOLD Agency. This will improve their perception of the financial support they received from the GOLD Agency, which is likely to have a positive affect on their overall perception of the GOLD Agency.

#### *Stakeholder management function*

The logic model that was developed for the stakeholder management (SM) function is presented in Figure 11 and it presents all the intended activities of this functional area. This function identifies and recruits new organisations and aims to maintain current IOs' collaboration with the GOLD Agency. There is a standardised process that is followed

when forming new collaborations with IOs. This process starts with current IOs nominating potential organisations that could deliver the peer education programme and ends when suitable organisations sign a collaboration agreement with the Agency. Efforts to ensure continuous implementation include activities delivered directly to the IOs (peer educator forums (PEFs)) as well as activities delivered to other stakeholders of the programme (educator workshop). The later is done to increase the supportiveness of the environment in which the programme is delivered. A more detailed description of the assumed theoretical foundation of each RM activity is presented in Figure 11.

Figure 10 presents all the IOs' SM implementation fidelity scores.

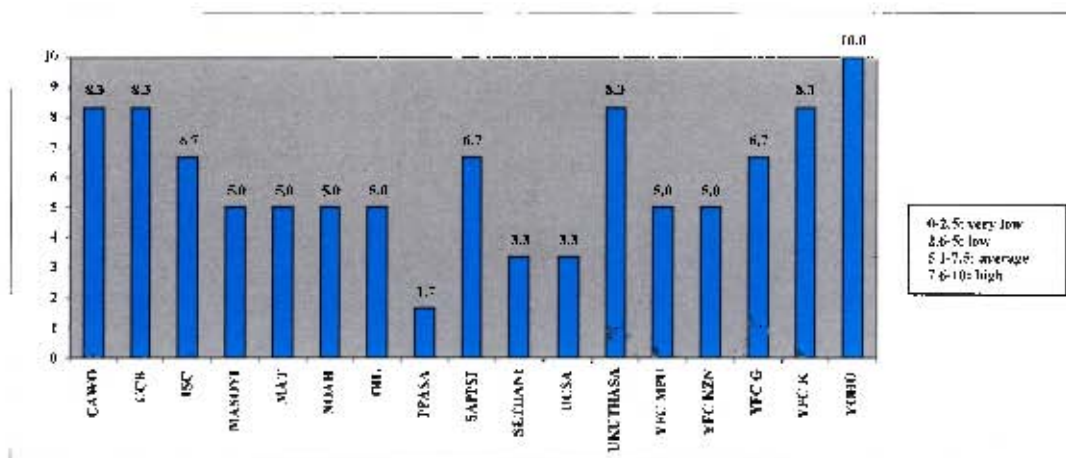


Figure 10. IOs' stakeholder management implementation fidelity scores

As illustrated by Figure 10, the SM function's service delivery ranged between two extremes. YOHO received the SM services exactly as outlined in the SM service delivery plan, while PPASA received less than 20% of the intended services. The other IOs fell between these two extremes.

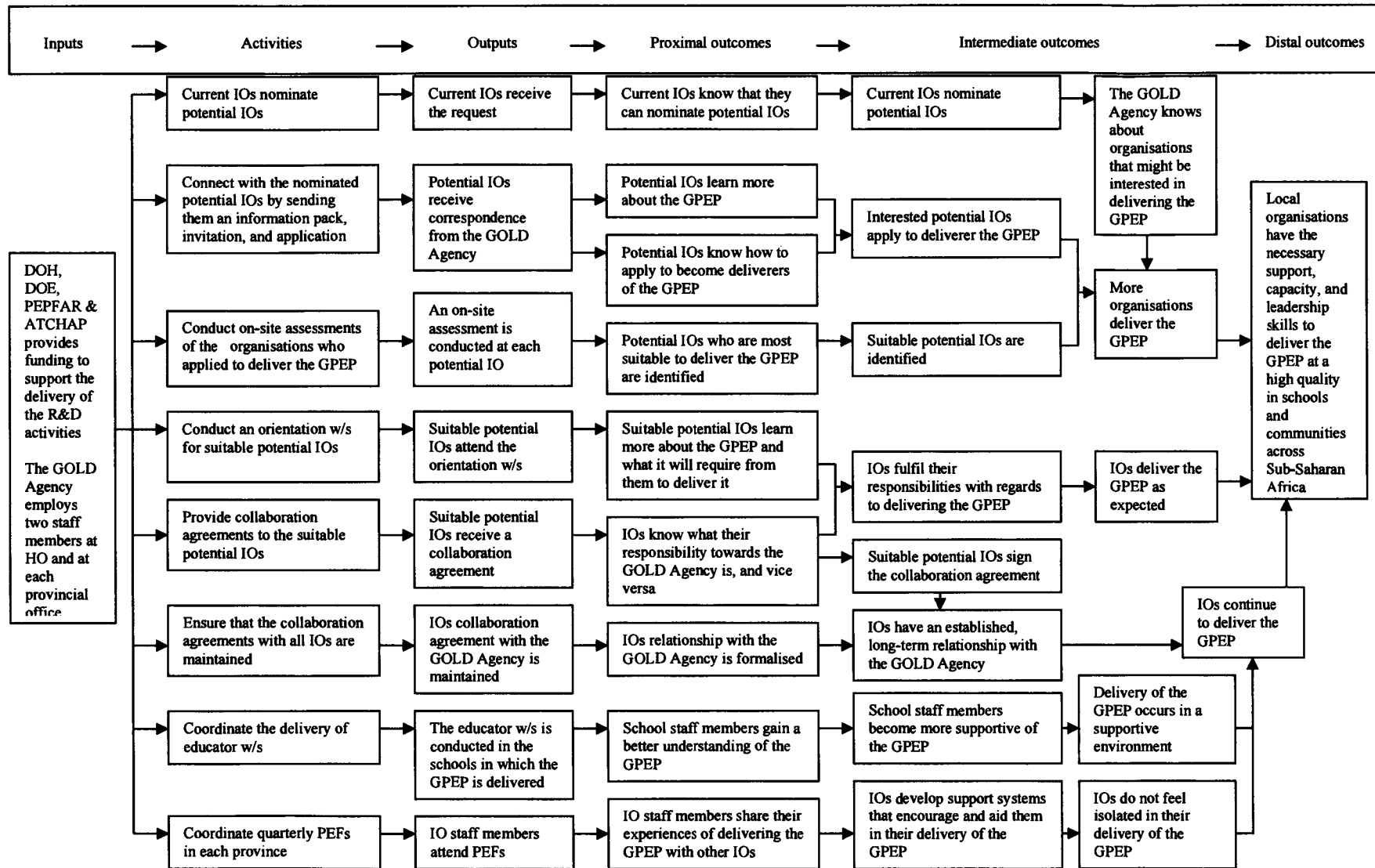


Figure 11. Logic model of the stakeholder management function

The mean score of the IOs' SM checklist scores was 5.9, which implies that the coverage of the SM function's overall service delivery was on an average level. The calculated standard deviation of this data set was 2.2. Eight IOs' (CAWO, CCB, PPASA, SETHANI, UCSA, UKUTHASA, YFC K, YOHO) SM checklist scores were more than one standard deviation away from the mean, which is an indication of a potential bias in the SM function's service delivery and also raises a concern regarding over-coverage to some organisations and under-coverage to others.

A total of five activities<sup>1</sup> are conducted by the SM function to manage its relationship with new and current IOs. The two organisations from Botswana were the only ones who could confirm that all of these activities have been delivered to their organisation. All respondents who were aware of the signed collaboration agreement between their organisation and the GOLD Agency indicated that the Agency ensures that the agreement is maintained. Educator workshops have been coordinated in the schools of eight of the IOs. Eight organisations had participating staff members who attended the expected amount of PEFs. PPASA was the only IO who had no participating staff members present at any of the PEFs that were conducted during 2008. Overall 26 of the 65 respondents (40%) indicated that the GOLD Agency does enough to form relationships with relevant stakeholders to ensure the sustainability of the GPEP.

---

<sup>1</sup> (1) Current IOs nominate potential IOs, (2) the Agency send potential organisations resources including an information pack, invitation, and application, (3) the Agency conducts an on-site assessment of interested organisations, (4) the Agency conducts an orientation w/s to suitable potential organisations, and (5) the Agency provides collaboration agreements to suitable potential organisations.

*Comments and recommendations.* It is recommended that this functional area makes sure that the necessary procedures are in place to ensure that all IOs receive the intended services in a consistent manner.

The variation in the delivery of the “IO management” activities might be as a result of the updated recruitment process. The likelihood of this possibility decreases when considering that not all IOs that started to deliver the programme in the last two years received these services in a consistent manner either. Figure 10 illustrates that the majority of the “IO management” activities aim to assess and prepare new IOs to start its delivery of the GPEP and emphasises the importance and necessity of ensuring that all IOs receive these activities in a consistent manner.

#### *Training and support function*

The developed logic model for the training and support (T&S) function is presented in Figure 12. This logic model indicates that the T&S function provides IOs with training sessions, workshops, mentoring and coaching to equip staff members with the skills and support deemed necessary to ensure effective delivery of the peer education programme. The T&S function is responsible for delivering 11 training sessions and workshops. It also conducts bi-annual on-site visits and offers continuous telephonic and email support to all the IOs. A more detailed description of the assumed progress between each T&S activity and the distal outcomes of the GOLD programme is presented in Figure 12.

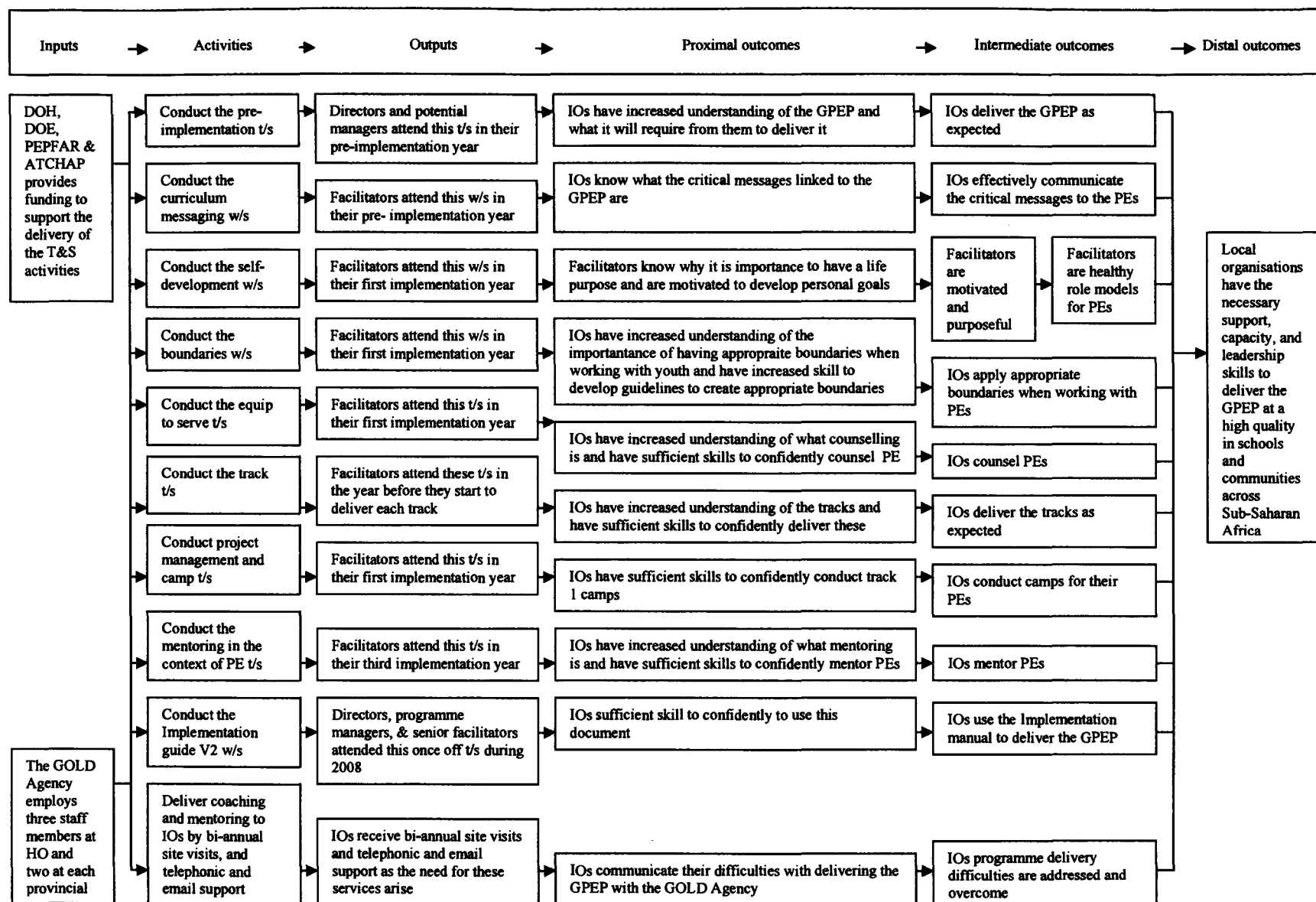


Figure 12. Logic model of the training and support function

Figure 13 illustrates the T&S implementation fidelity scores for each IO.

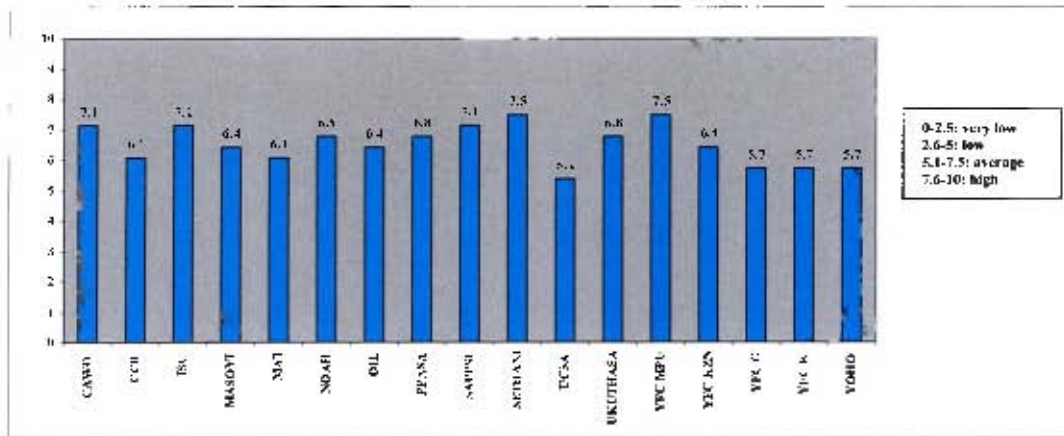


Figure 13. IOs' training and support implementation fidelity scores

As illustrated by Figure 13, the T&S function maintained an average level of service delivery to all the organisations. The calculated mean score, of the implementation fidelity of the T&S function was 6.5. This suggests that the T&S function's overall service delivery was on an average level. The calculated standard deviation for this dataset was 0.65. Apart from the QA functional area, this functional area's service delivery to IOs was more consistent than any of the other functional areas. Six IOs (SETHANI, UCSA, YFC G, YFC K, YFC MPU, YOHO) had T&S implementation fidelity scores that was more than one standard deviation away from the mean. The training sessions and workshops were described as the most beneficial aspect of the GOLD programme by 50 of the 65 respondents (77%). These respondents indicated that the skills and knowledge that they have gained not only increased their professional capabilities, but also increased their confidence and provided them with a life purpose.

On average, this functional area reached 66% of the intended beneficiaries of the training sessions and workshops, while 47% of these respondents attended that training sessions and workshops at the correct time. The T&S function is, thus, currently having greater success at ensuring that the correct target receive the activities than it is at ensuring that these activities are delivered at the correct time. Although these percentages were calculated from a sample of the total population, it does provide a preliminary indication of the T&S function's current service delivery. Twenty of the 65 respondents (31%) indicated that the training sessions were not very useful if they were delivered at the incorrect time. This highlights the negative effect the above finding is likely to have on the outcome of the training sessions or workshops. In the words of one of the respondents:

“Sometimes with the workshops we feel that they are wasting our time. The timing that we receive these is not always correct, which makes the content less useful. For example, the content of the training would help people in track 1, but we only get it when we are doing track 2.”

Some IOs had no participating staff members who could confirm the delivery of some of the training sessions and workshops. Table 5 summarises the training sessions and workshops these respondents were unaware of.

Table 5

*A summary of IOs that were unaware of training opportunities*

IO name	Activity
OIL	Pre-implementation
YFC K and UCSA	Curriculum messaging
NOAH, UCSA, and YOHO	Self development
YOHO	Boundaries
OIL	Mentoring in the context of peer educators

Although the track training sessions were delivered to some respondents of all the IOs, a few respondents who deliver the GPEP have not received these training sessions.

According to the logic of the track training sessions these sessions are essential to ensure that facilitators are sufficiently equipped to deliver the GPEP. The findings revealed that four facilitators, who are currently delivering track 1, have not attended this training session. Three of these facilitators also deliver track 2 and 3, but have also not attended either of these two training sessions.

All the IOs were aware of the telephone and email support offered by the GOLD Agency.

At the time of the evaluation 15 IOs have received at least two on-site visits from the GOLD Agency. The two Mpumalanga IOs have been visited once.

The implementation guide clearly states that any training session or workshop can be attended more than once, if the need should arise. All IOs were aware of this aspect of the

GOLD programme. Twelve of the 17 IOs indicated that they have requested repeated attendance for some of their staff members at specific training sessions or workshops. Re-attendance was requested for the following training sessions and workshops:

- 1) track 1, 2, and 3 training sessions
- 2) monitoring and evaluation training session
- 3) project management and camp training session
- 4) resource mobilisation workshop
- 5) equip to service training session

The most common reasons for requesting repeated attendance at training sessions and workshops were: (1) some staff members take longer to learn and acquire the necessary knowledge and skills; (2) at times it becomes necessary for some staff members to refresh certain skills and knowledge; and (3) the content of the monitoring and evaluation and resource mobilisation workshops is too “technical and complex” and cannot be grasped fully without attending the workshops more than once. All relevant staff members from CAWO, SAPPSI, SETHANI, and UKUTHASA re-attended the training sessions or workshops that were requested by their organisation. Eight IOs had some staff members who were still waiting to re-attend training sessions or workshops at the time of the evaluation.

*Comments and recommendations.* Although this functional area managed to minimise the variation in their service delivery, it is recommended that this function

ensures that the little variation that was detected, is eliminated to ensure that all sites receive the same amount of T&S services in future.

It is strongly recommended that this functional area considers putting more stringent procedures in place to ensure that all IOs and relevant staff members receive the necessary training sessions and workshops, that these are delivered at the correct time, and that relevant staff members are provided with sufficient opportunities to re-attend specific training sessions and workshops. The T&S function struggled to ensure that the training sessions and workshops were delivered at the correct time and the findings show that this has a negative impact on the outcomes of these activities. Currently facilitators are expected to attend five training sessions and workshops during their first year of delivering the GPEP. The findings suggest that this is an over-ambitious goal. Facilitators find it difficult to attend so many training sessions and workshops in one year, while the GOLD Agency struggles to deliver all of these. To increase consistency between the service delivery plan and actual service delivery it might be useful to spread the activities more evenly over the first three years that facilitators deliver the peer education programme.

*The GOLD Agency's delivery of the GOLD programme*

The implementation fidelity of each of the functional area's service delivery, when considered in conjunction, provides an indication of the GOLD Agency's current ability to deliver the GOLD programme effectively. The overall implementation fidelity score for each IO was obtained by calculating the average of the implementation fidelity scores that was assigned to the specific organisation for each functional area. These scores

represent the adequacy with which the GOLD Agency delivered the GOLD programme to each organisation. Figure 14 presents each organisations' overall implementation fidelity scores.

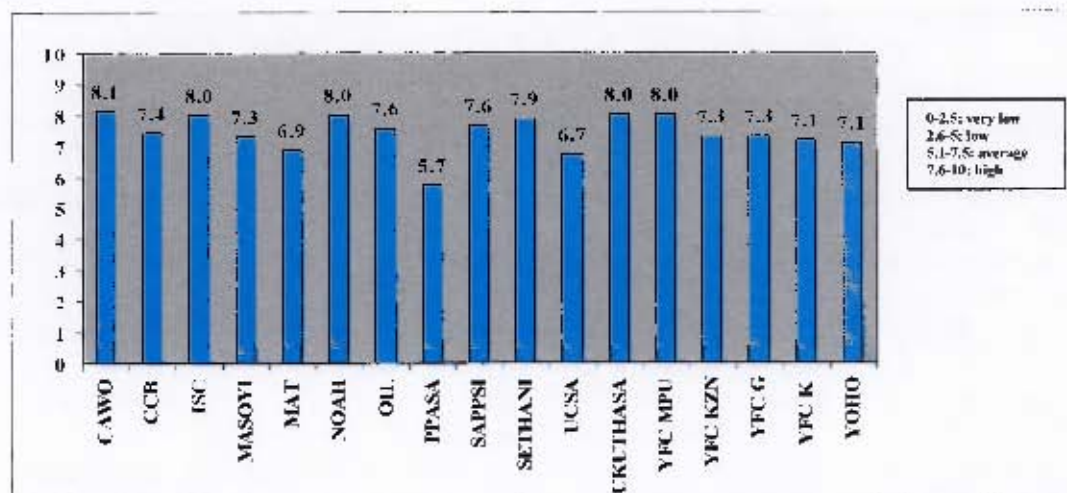


Figure 14. Overall implementation fidelity scores for each IO

As suggested by Figure 14, the service delivery of the GOLD Agency was on an average to high level to all the organisations. The mean of the overall implementation fidelity scores was 7.4, with a standard deviation of 0.62. Both PPASA's and UCSA's overall implementation fidelity scores were more than one standard deviation below the mean, which suggests under-coverage to these organisations. PPASA received the least of the intended activities of the GOLD programme. PPASA's received the lowest checklist scores for the A&V function, the RM function, and the SM function.

Research suggests that there is a distinction between customers' satisfaction with respect to specific services, and their global evaluation of a programme (Bolton & Drew, 1991). A single survey item assessed respondents overall satisfaction with the GOLD Agency's

current support in terms of its ability to enable IOs to deliver the GPEP. This question was also used to investigate the expectations of those respondents who are dissatisfied with the GOLD Agency's current service delivery.

*Satisfied respondents.* The majority of respondents (43 out of 65, 66%) indicated that they were satisfied with the support they received from the GOLD Agency. All the participating staff members from CAWO, NOAH, SETHANI, YFC K, and YOHO fell into this group. These respondents indicated that the services they receive were sufficient in supporting them in the delivery of the GPEP, and they expressed their gratitude towards the GOLD Agency. The following quotations illustrate the above claims:

“They do so much for us and help us to overcome our own and our organisation's weaknesses....they empower us to overcome our own problems and they are always available to assist us, there is a lot of encouragement and follow up to keep us on the right track.”

“...we can always rely on them...they are very helpful.”

“They are amazing, they provide us with more than enough support in all areas that we might need it. .... they really are great and we cannot thank them enough for what they are doing and they should never stop doing it!”

According to these respondents the GOLD Agency is dedicated and put a lot of hard work into the programme and this motivates them to also give their best when delivering the GPEP as illustrated in the following quotation:

“The GOLD Agency delivers all their services on a high level of excellence and we see that their hearts and souls are in it and this keeps us motivated to do the same even when the going gets tough.”

Respondents mentioned that the continuous encouragement and follow-up they receive also keeps them motivated and the fact that the GOLD Agency is always available to assist them ensures that any difficulties that might arise are effectively and efficiently overcome. These respondents are not only impressed with the GOLD Agency, but also by the design of the GPEP. They believe in the programme and describe it as “very comprehensive, systematic, and a pleasure to implement”.

*Dissatisfied respondents.* Twenty-two respondents (34%) indicated that they were dissatisfied with the support they currently receive from the GOLD Agency. The majority of these respondents (18 out of 22; 82%) came from IOs with overall GOLD programme checklist scores below seven. These respondents indicated that lack of clear communication was the main reason for their dissatisfaction with their relationship with the GOLD Agency.

With regard to communication received from the GOLD Agency, these respondents indicated that they are unsure whether the fault is with the GOLD Agency or the management of their own organisations, but they clearly communicated that there is a breakdown in the communication channel. In the words of one of these respondents:

“I really feel that I was ill informed throughout this year.”

Another concern was that instead of providing IOs with an annual brief of what the GOLD Agency expects from them, emails requesting documentation and information are sent to them almost on a weekly basis. This often interferes with pre-arranged plans of the IO staff members. The Agency normally gives short notice and expects speedy responses without considering the other responsibilities the staff members might have. The fact that these requests are often changed or updated after a few days confuses, frustrates, and wastes the time of IO staff members as illustrated by the following quotation:

“From GOLD you get different emails all the time asking you to do this that and the other, and they expect that once they ask something you should deliver immediately...don’t give sufficient warning for us to deliver. They cannot say one thing the one day and then change it the next.”

Finally, these respondents mentioned that there were too many contact people at the GOLD Agency and that these individuals fail to provide them with a consistent message. It was also mentioned that the documentation they send to the GOLD Agency are often requested again by other functional areas. For example, various departments of the international office might need information from the quarterly reports that has already been sent through to the provincial office, but then the IOs are contacted by the QA function and asked to re-send the same information. This is not only confusion and frustrating, but also time consuming.

*Comments and recommendations.* The majority of the respondents that came from IOs that received overall implementation fidelity scores above seven indicated that they are satisfied with the support they receive from the GOLD Agency, while the majority of the respondents from IOs with overall implementation fidelity scores below seven were not satisfied. This finding suggests that an overall GOLD programme checklist score of seven is necessary for staff members to feel that they have received sufficient support from the GOLD Agency.

The mean of all the organisations' overall implementation fidelity scores is above the suggested level of service delivery (7), which indicates that the coverage of the GOLD programme was on an acceptable level to most organisations. This suggestion is supported by the fact that 66% of the respondents indicated that they are satisfied with the support they have received from the GOLD Agency.

The significance of this achievement becomes even more apparent when considering the complexity of the GOLD programme. When referring to the logic models it becomes clear that the GOLD programme is a rather complex intervention. Complex programmes are inherently more susceptible to variations in their service delivery. It is thus more likely to find variation in the implementation of one or more programme components, than is the case with less complicated interventions (Carroll et al., 2007).

Based on the low overall implementation fidelity scores of MAT, PPASA and UCSA these organisations are most likely struggling to deliver the GPEP effectively to the peer

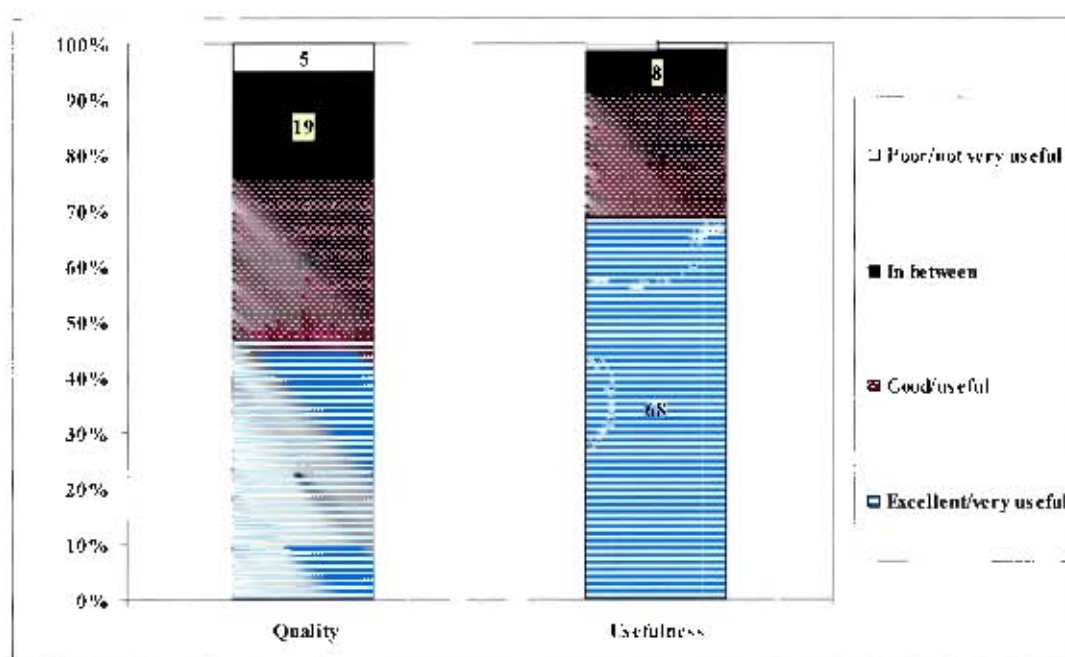
educators, who in turn will struggle to reach their peers in an effective manner. If an insufficient amount of the GOLD programme reaches the IOs, it is highly unlikely that it will result in the expected outcomes, which in turn will have a negative effect on the delivery and effectiveness of the peer education programme (Rossi et al., 2004, p. 192). It is thus recommended that the GOLD Agency ensures that a sufficient amount of the GOLD programme is delivered to all IOs as this will have an indirect effect on its ultimate beneficiaries – the youth of southern Africa.

The findings indicated that communication between the GOLD Agency and the organisations could improve. The Agency should address the difficulties outlined above as soon as possible to ensure that information sharing between the IOs and the Agency occurs effectively and efficiently.

#### *Perceived quality and usefulness of the GOLD programme*

The discussion of the results thus far has centred around the degree to which the GOLD programme has been implemented in accordance with its service delivery plan. Apart from establishing whether the GOLD Agency delivered the GOLD programme with fidelity to its service delivery plan, the survey also investigated respondents' perceptions of the quality and usefulness of these services. This was prompted by the finding that the perceived quality and usefulness of programme activities directly affect the strength of the relationship between programmes' implementation fidelity and its ability to achieve its expected outcomes (Carroll et al., 2007). The survey included items that employed Likert scales to measure respondents' perceptions of the quality and usefulness of the services they have received from the GOLD Agency.

Instead of presenting the findings for each service it was decided that it would be more useful to present a global picture of respondents' perception of the quality and usefulness of the GOLD programme. The survey assessed the perceived quality and usefulness of 22 activities. Figure 15 represents the number of responses that fell into each of the Likert scale options as a fraction of the total number of quality- or usefulness-items.



*Figure 15.* Respondents' overall perceptions of the quality and usefulness of the GOLD programme activities

Figure 15 indicates that the quality and usefulness of the majority of the services were rated highly by most of the respondents. Because the GOLD Agency will only be able to improve its service delivery if it is alerted to the perceived shortcomings of the programme, the subsequent discussion mainly focused on the services that consistently

received low ratings on one or both of these scales. Only four (LFA matrix, M&E system, quarterly reports, and programme resources) of the 22 services will be discussed. All the activities that are not mentioned received high ratings on both the quality and usefulness scales from the majority of the respondents.

### *Quality assurance function*

Most of the respondents who have received the QA activities rated the quality or usefulness of most of these activities poorly.

Twenty-five of the 51 respondents (41%) who have read the LFA matrix indicated that the demands placed on them by this document are too high and as a result rated the usefulness of this document poorly. The large number of targets of the GPEP was highlighted as one of the worst aspects of delivering the programme by 37 of the 65 respondents (57%). Respondents reported that the GOLD Agency is unaware of the challenges they face while delivering the programme and as a result they have unrealistic expectations of what IOs should be able to achieve. Facilitators reported that they struggle to spend sufficient time with the peer educators to reach the targets for each quarter. These respondents indicated that the large number of quarterly targets forces them to rush through the curriculum. This results in them being unable to reflect back on the content of previous sessions, discuss how the peer educators have experienced the practicalities of applying their new knowledge, or respond to the specific needs of the peer educators. The quarterly targets also cause tension between programme managers and facilitators. The programme managers are under pressure from the GOLD Agency,

which in turn forces them to put pressure on the facilitators. The following two quotations communicate the sentiments of these respondents:

**“The programme is very structured and has many targets that we must meet. This makes it difficult to use it as a tool to address the specific issues of the peer educators and their communities”**

**“It feels like I am running in a million directions and not getting anywhere, we have expressed the target issue to them on various occasions, but they refuse to simplify or bring it down”**

The quality of the monitoring and evaluation system was rated poorly by 40 of the 64 respondents (63%) who have used the system. The complexity of the monitoring and evaluation system was raised as a major concern by these respondents. In the words of a diplomatic respondent:

**“The M&E system is very complicated and maybe, if I may say so, too complicated”**

Respondents reported they often delete the formulas, which resulted in their reports being incorrect. The system was described as “archaic”, “time consuming”, “repetitive”, and “excruciatingly painful to use”. Although respondents indicated that they need more support from the GOLD Agency when completing their reports, most felt that a new monitoring and evaluation system is long overdue. The attitude of most respondents towards the current system is neatly captured by the following quotation:

**“The reporting that we have to do for them is too long and complicated....staff members get de-motivated and then they do not do it properly.”**

Of the respondents who read the quarterly reports (n=40), 14 (35%) rated the quality poorly, while the usefulness of these reports were rated poorly by 20 (50%) of these respondents. Fifteen of these respondents (38%) indicated that the content of the reports is often predictable and is not very informative as the IOs provide the GOLD Agency with the data that is used to compile the reports. The usefulness of the mid-year reports was rated poorly by 10 of the 25 respondents (40%) who have read them. These respondents indicated that the mid-year reports include too much information and that the information is structured in a complex manner, which makes it difficult to grasp the reports. Respondents mentioned that the current system the QA function uses to provide them with feedback rarely results in the resolution of difficulties experienced with programme delivery. These individuals reported that practical solutions are rarely sent to the IOs and if they are sent, they are received months after the problem was experienced. Various respondents stated that the reports do not address any of their needs and that their organisations do not take these reports seriously. As a result these reports are “quickly scanned over and put on a shelf”.

*Comments and recommendations.* Although the QA function ensured 100% coverage of all its intended activities, the quality and or usefulness of most of these activities consistently received low ratings. Many respondents indicated that the usefulness of the LFA matrix is jeopardized as a result of the unrealistic demands placed on the IOs by this document. It is recommended that the QA function addresses this concern by: (1) reducing the demand placed on IOs by the GPEP by revisiting and adapting the LFA matrix, (2) equipping IOs with more skill and providing them with

more support, or (3) providing IOs with more resources to allow them to employ additional staff members. Because the quarterly targets are derived directly from the design of the programme the QA and R&D function should ideally collaborate in deciding how this concern should be resolved. It is recommended that the length of the school terms is looked at when deciding on the amount of targets for each quarter. Some terms only have four weeks before the children start with examinations. The targets for these short terms should be less than the targets for the longer terms.

Respondents indicated that although they see the use of the monitoring and evaluation system, the complexity of the system causes many problems. The QA function might want to consider revising the current monitoring and evaluation system. Literature suggests the following basic seven-step model when developing a monitoring and evaluation system (Kusek & Rist, 2004, p. 23):

- Formulate outcomes and goals
- Select outcome indicators to monitor
- Gather baseline data information on the current situation
- Set specific targets to reach and dates for reaching them
- Regularly collect data to assess whether the targets are being met
- Analyze and report the results

It is preferable if monitoring and evaluation systems only include indicators for the programme activities that are vital for the success of the programme (Rossi et al., 2004,

p. 58). It might, thus, be useful for the QA function to clarify what the critical activities of the GPEP are and then to include only these activities in the monitoring and evaluation system. The findings suggest that repeatedly asking users to enter the same data not only frustrates them, but it also makes them resistant towards the reporting process. If the same information is needed in more than one area the system should automatically transfer the data. It is also important to consider the profile of the intended user of a system during the development stages thereof. A highly sophisticated system will be of little use if the average, intended user struggles to use it. The above recommendations will result in a system that will gather only the essential information in an effective and efficient manner and as a result will be less time consuming and frustrating for the users of the system. Such a system will, most likely, provide the GOLD Agency with more accurate data, as users will be more motivated to use the system (Baroudi, Olson & Ives, 1986).

To improve the usefulness of the QA reports it is recommended that the QA function establishes the information needs IOs have from these reports. For the quarterly reports it might be useful to include cumulative numbers over various quarters instead of focusing only on the programme delivery of one quarter. A system that could provide IOs with quicker and more practical feedback regarding the difficulties they experience while delivering the GPEP might be more useful than the QA reports. Instead of producing the reports the QA function could use their resources to conduct more regular on-site visits to IOs. If the QA function could achieve this, a portion of each visit could be used to help

IOs to devise practical solutions to overcome the difficulties they are currently experiencing with their delivery of the GPEP.

### *Research and development function*

Fifteen of the 60 respondents (25%) who have used R&D resources mentioned that the quality of these resources is outstanding and that this contributes significantly towards the ease of delivering the GPEP. These respondents expressed their gratitude toward the GOLD Agency for developing such a comprehensive and systematic programme with resources that clearly communicate the expectations the GOLD Agency has of the IOs, the facilitators and the peer educators. In the words of one of the respondents: "It is great to know that everything we do has been thought about and has a function". According to these respondents the large amount of research and expertise that went into the development of the programme becomes evident when the effect the programme has on peer educators is considered. These respondents describe the effects of the programme on peer educators as "dramatic" and "life changing". Despite these positive remarks 25 of the 60 respondents (42%) mentioned that content of the resources can be improved to increase the usefulness of the resources. The areas that were mentioned by at least one participating staff members from five or more IOs, are listed below:

- The content of the GPEP is often not relevant to peer educators in the provinces outside of the Western Cape.
- The resources are written in a style that facilitators and peer educators are not familiar with.

- English is not the first language of most peer educators. As a result facilitators translate each session before these are delivered to the peer educators. This is a time-consuming and challenging exercise as facilitators also struggle with the language used in the resources.
- The information included in the curricula, used by the facilitators, is not comprehensive enough.
- Peer educator portfolios are too big, heavy and bulky.
- Peer educator portfolios have too much content and remind peer educators of their text books. It seems boring and is not very attractive to the peer educators.

The two areas of the resources that are in need of improvement, that were touched on by at least 20 respondents, were that the resources are too context specific and that the language in which the resources are written is too formal. The following two quotations illustrate what these respondents communicated to the evaluator:

“It is not relevant for the context in which we deliver. It was designed for the Cape Flats area. For example, we do not experience any gangsterism in our schools and our peer educators do not know what it is all about.”

“The English is too high.”

*Comments and recommendations.* Although the quality of the products produced by the R&D function was rated highly by 50 of the 60 respondents (83%), the findings did, however, suggest that the usefulness of the resources could be improved for organisations outside of the Western Cape. Before the R&D function considers revising

the resources in an effort to make the content and language more generic, they should consider that the need for and effectiveness of local adaptation of programmes is often overstated. Although language and cultural adaptations are most easily justified, evidence suggests that the success of such adaptations is often exaggerated (Allen & Pilliber, 2001; Cook et al., 1999; Gottfredson & Koper, 1996). There is also increasing evidence that contemporary youth culture is a post-ethnic, increasingly blended culture, and that programmes that address basic developmental needs of this group are equally effective for both sexes and all racial/ethnic groups (Elliott & Mihalic, 2004). It might however still be useful for this function to reconsider whether the language that is used in the resources of the GPEP is easily understood by the facilitators and the peer educators.

**Section B: The respondents' views on the likelihood of the assumed theory  
underlying the GOLD programme**

The evaluation findings that have been discussed up to this point, suggests that, apart from ensuring an acceptable level of service delivery to most organisations, the beneficiaries of the GOLD programme also perceived the activities as being of high quality and useful in equipping IOs with the necessary skill to deliver the GPEP. This significantly increases the probability that the GOLD programme will result in its expected outcomes. The only reason that could possibly prevent the above scenario from materialising is if the theoretical foundation of the GOLD programme is incomplete or faulty.

The likelihood of the programme theory, which was developed in the first phase of this dissertation, was assessed via preliminary observation and mainly relied on self-reports of the beneficiaries of the GOLD programme. Because programme theory is inherently conceptual it could not be observed directly. It does, however, involve many assumptions regarding how the programme is supposed to work (Rossi et al., 2004, p.162) and these were assessed by talking to service recipients of the GOLD programme. The service delivery survey included items that assessed whether respondents experienced the changes that are expected to result from the GOLD programme. This was done to gauge the likelihood of the intended pivotal outcomes that are presented in the logic models of each functional area. It is important to note that this is only a tentative enquiry into the likelihood of the programme theory. Because it is based on self-reports of the beneficiaries of the GOLD programme the findings should only be interpreted as an indication of the respondents' perceptions of the outcomes of the services they have received. In addition to the self-reports, the relationship between each IO's implementation fidelity and composite performance scores were investigated to establish whether the GOLD programme is, in fact, increasing IOs' ability to deliver the GPEP.

*Likelihood of the programme theory: self reports*

The survey included various items that assessed respondents' perceptions of the likelihood of outcomes that are expected to result from the various services of the GOLD programme. Because the GOLD Agency will only be able to improve their service delivery to the IOs if it is alerted to the perceived shortcomings of the programme, it was decided to focus most of the subsequent discussion on the outcomes that received negative feedback from the majority of the respondents. The relevant activities and

aspects of each functional area and the distal outcomes of the GOLD programme are discussed separately. A table that summarises the various outcomes that were assessed for each function as well as the number of respondents who confirmed the likelihood of these outcomes is included at the start of the discussion of each functional area. The qualitative data that resulted from the respondents' reasons for disconfirming specific outcomes as well as the open-ended questions (54-59) at the end of the service delivery survey were used to enrich the subsequent discussion.

*Advocacy and visibility function*

The A&V activities' outcomes that were assessed during the evaluation are outlined in Table 6.

Table 6

*Pivotal A&V outcomes assessed via preliminary observation*

Activity	Assessed pivotal outcome	# of respondents that confirmed assessed outcome	Survey item #
General	The Agency does enough to support IOs in their efforts to promote the GPEP	29 out of 65	44
Marketing resources	Used to promote the GPEP in local communities	17 out of 20	41.3
Programme visibility workshop	1) Increased understanding of the importance of programme visibility and marketing	32 out of 32	42.4
	2) Sufficient skill to confidently use the marketing resources	27 out of 32	42.5
Visibility event	Community members have increased awareness of the GPEP	11 out of 11	43.3

As suggested by Table 6 none of the measured outcomes of the A&V function consistently received low ratings, but 29 of the 65 respondents (45%) indicated that this function does not do enough to support IOs to raise awareness of the GPEP in their local communities. Twenty of these respondents (69%) reported that they feel the GOLD Agency staff members have more authority than themselves, and as a result these respondents think that the GOLD Agency will have greater success in “winning over” or “gaining the trust” of the school staff members. These respondents indicated that by the time they manage to convince new schools, teachers, or youth about the usefulness of the programme “half of the first term is over and we start our delivery being behind with our targets”. Ten of these respondents (34%) also indicated that lack of visibility and advocacy of the GPEP as the biggest stumbling block they have experienced while delivering the programme. These respondents mentioned that school teachers and principals are not aware of the aims of the GPEP and as a result facilitators receive little support from school staff members. It was reported that this causes that the delivery of the GPEP is strenuous and unpleasant for facilitators as they constantly have to struggle to convince school staff members to allocate time during the school day for peer educators and their peers to participate in programme activities.

*Comments & recommendations.* The above mentioned findings suggest that although the A&V activities are perceived to be resulting in the expected outcomes, the majority of the respondents are not satisfied with the amount of support they receive from this functional area. Respondents indicated that the GOLD Agency has more authority

and persuasion power, and ideally they would want the GOLD Agency to take full responsibility for promoting the peer education programme. These respondents felt that the GOLD Agency's promotional efforts are more effective than their own efforts to promote the GPEP. This might explain why 45% of the respondents indicated that they are not satisfied with the current support they receive from the A&V function. Literature confirms that beneficiaries' expectations of a service have a direct influence on their reported level of satisfaction with the service (Wisniewski, 2001). Equipping IOs to independently promote the programme is unlikely to have the desired effect until respondents accept responsibility for the promotion of the programme. It is thus recommended that the A&V function reconsiders whether it is, in fact, reasonable to expect IOs to promote the GPEP independently. If it is, the Agency should make a conscious effort to change the perception that the GOLD Agency is in a better position to promote the GPEP. It might also be helpful to distribute more ready made resources like pamphlets, banners and posters to the organisations. Resources like these would cut down on the time required to promote the programme as IO staff members would not need to create their own promotion resources.

#### *Quality assurance function*

Table 7 summarises the outcomes that are expected to result from the QA activities that were assessed during the evaluation of the GOLD programme. Although the quality and usefulness of the monitoring and evaluation workshop was rated highly, 21 of the 50 respondents (42%) who attended this workshop indicated that it did not equip them with sufficient skills to confidently use the monitoring and evaluation system (see Table 7). In

support of this it was found that 38 of the 40 respondents (95%) who rated the user-friendliness of the monitoring and evaluation system poorly have attended the monitoring and evaluation workshop. These respondents indicated that the skills required to use the system are too complicated to acquire in a few days. In the words of one of these respondents:

“I need much more support and training...if they are here I think I can do it, but when they leave I always manage to mess it up completely. When I try it on my own it is impossible for me to understand it.”

Table 7

*Pivotal QA outcomes assessed via preliminary observation*

Activity	Assessed pivotal outcome	# of respondents that confirmed assessed outcome	Survey item #
LFA matrix	1) IOs have a clear idea of what is expected with regards to each required activity	52/52	15.3
	2) IOs have a clear idea of the minimum standards for each required activity	52/52	15.4
M&E system	Used to track the progress of IOs delivery of the GPEP	63/64	39.3
M&E workshop	1) Increased understanding of the importance of QA	48/50	40.4
	2) Sufficient skill to confidently use the M&E system	29/50	40.5
QA reports	The Agency assist IOs in the process of implementing the recommendations in the QA reports	53/65	31
Quarterly reports	Indicate how IOs are doing with regards to delivering the GPEP	40/40	29.3
Mid-year reports	Indicate how IOs are doing with regards to the seven elements of the GPEP	25/25	30.3

*Comments and recommendations.* Respondents need much more support to equip them with sufficient skills to use the monitoring and evaluation system. It might be useful to include more practical exercises during the training session to provide the participants with more opportunities to use the monitoring and evaluation system in a safe environment. It is recommended that the QA function provides on-going support and mentoring to respondents after they have attended the workshop. This can either be provided during monthly on-site visits to IOs or it can be done telephonically. This finding once again suggests that the monitoring and evaluation system currently used is too complex and highlights the need to revise the current system.

*Research and development function*

The outcomes that are expected to result from the R&D function's activities and that were assessed during the evaluation are summarised in Table 8.

Table 8

*Pivotal R&D outcomes assessed via preliminary observation*

Activity	Assessed pivotal outcome	# of respondents that confirmed assessed outcome	Survey item #
Curricula	Used to guide delivery of the various tracks of the GPEP	59/61	17.3
Peer educator portfolios	Motivates peer educators to complete their required activities	47/61	19.3
Training resources	1) Training sessions are easier to follow	59/62	27.2
	2) Refer back to these documents to remind facilitators of what they have learnt	55/62	27.3

Table 8 indicates that apart from the peer educator portfolios, the majority of the respondents confirmed the outcomes that are expected to result from all the other R&D services. Almost a quarter of the respondents (14 out of 61; 24%) who have used the peer educator portfolios, indicated that these do not motivate peer educators to complete their required activities. It was reported that there is too little time in the sessions for peer educators to complete all the required activities of each session and activities that are not completed during the session are very rarely completed at all. According to these respondents, the peer educators view the portfolio activities as extra homework and as a result peer educators are reported to be very resistant to make time between the sessions to complete these activities. If the portfolios are thus not brought to the sessions, it can quite safely be assumed that the required activities will not be done by the peer educators. As mentioned before, it was reported that the weight and bulkiness of the portfolios result in few peer educators bringing their portfolios to all the sessions.

*Comments and recommendations.* The findings suggest that the peer educator portfolios fail to motivate the peer educators to complete the required activities. It is quite possible that these activities fail to address the needs of the peer educators. It is suggested that these resources are revised in such a manner as to ensure that the content addresses the needs, fit into the context, and is on the correct technical level of the intended users - the peer educators.

*Resource mobilisation*

Table 9 lists all the RM activities and its' expected outcomes that were assessed during the evaluation.

Table 9

*Pivotal RM outcomes assessed via preliminary observation*

Activity	Assessed pivotal outcome	# of respondents that confirmed assessed outcome	Survey item #
General	The Agency does enough to support IOs in their efforts to obtain resources to support their delivery of the GPEP	21/65	50
RM information pack	Used to obtain resources to support IOs	14/18	45.3
RM workshop	1) Increased understanding of the importance of RM for IOs sustainability	28/28	46.4
	2) Sufficient skill to confidently use the RM information pack	21/28	46.5
List of potential donors	Used to apply for funding	6/20	47.1

As indicated by Table 9 the potential donor list and the information pack are the only two RM services whose outcomes were not confirmed by a substantial number of respondents. Both of these resources are not used as often as was expected. Forty of the 65 respondents (62%) clearly communicated that, although they appreciate the resources they receive from the RM function, they still feel the

GOLD Agency is in a better position to obtain funding for the programme as they are a bigger, more established, and better known organisation. Overall 44 of the 65 respondents (68%) felt that the RM function does too little to collect resources to support IOs in their delivery of the GPEP.

*Comments and recommendations.* Based on the findings of the evaluation it was concluded that the beneficiaries' expect more of the RM function than what it intends to deliver. Literature (Wisniewski, 2001) indicates that a discrepancy between beneficiaries' expectations and what programmes intend to deliver often results in feelings of dissatisfaction. This is most likely the reason why the majority of respondents (68%) were dissatisfied with the RM function's current service delivery to IOs. The majority of the respondents assumed that the GOLD Agency is, or should be, responsible for financially supporting IOs in its delivery of the GPEP. As a result, IO staff members are reluctant to accept ownership of their organisations' financial situation. No matter how much high quality RM resources are provided to the IOs, these are unlikely to have the desired effect, as the staff members will remain reluctant to use these until this misperception is addressed. It is thus recommended that the RM function reconsiders whether it is reasonable to expect IOs to generate their own funds. If it is, the Agency should make a conscious effort to address this misperception. IO staff members should be made aware of the fact that it is their responsibility to obtain the necessary financial resources to support their delivery of the GPEP and that the GOLD Agency ideally want organisations to be financially self-sustainable.

*Stakeholder management function*

Table 10 summarises the A&V outcomes that were assessed during the evaluation.

Table 10

*Pivotal SM outcomes assessed via preliminary observation*

Activity	Assessed pivotal outcome	# of respondents that confirmed assessed outcome	Survey item #
General	The Agency does enough to support IOs in their efforts to form partnerships with relevant stakeholders	26/65	51
IO management activities	Sufficient knowledge of what it would entail to deliver the GPEP when collaboration agreement was signed	20/40	12
Educator workshops	1) School staff members have a better understanding of the GPEP	18/20	38.1
	2) School staff members are more willing to support facilitators in their delivery of the GPEP	18/20	38.2
Peer educator forum	1) Various IOs share their experiences of delivering the GPEP	20/28	37.1
	2) IOs learn from other's experiences of delivering the GPEP	20/28	37.2
	3) IOs form supportive relationships with staff members from other IOs	28/28	37.3

Similar to the A&V function, most respondents' perceptions confirmed the likelihood of the outcomes that are expected to result from this functional area's activities, but more of half of the respondents were not satisfied with the support the Agency provides to IOs in their efforts to form partnerships with relevant stakeholders. The fact that 90% (see Table 10) of the respondents reported that the educator workshop is resulting in its expected outcomes is encouraging, especially when considering the urgent need that these workshops aimed to address. Twenty-six of the 65 respondents (40%) indicated that teachers' and principals' resistance towards the programme is the biggest difficulty they have experienced while delivering the GPEP. The school staff members do not want the programme to be delivered during school hours. Facilitators are not provided with a consistent room or consistent timeslots for lesson deliveries. As a result various IOs decided to deliver their sessions after school. Unfortunately peer educators are tired and hungry after a school day. Many peer educators have other activities that they attend after school, they have homework, and some live far away from the school. All of the above mentioned reasons make it difficult for peer educators to attend the sessions after school and if they do attend they struggle to concentrate and listen to the facilitators. Although the GPEP is not the focus of this evaluation, the above finding suggests that service delivery further down the line of the GOLD model might be very problematic. Future research should investigate the severity of the limitations that these difficulties might cause for facilitators in their efforts to deliver the peer education programme.

Fifteen of the 65 respondents (23%) indicated that the relationships they have formed with other implementers as a result of the PEFs have been the greatest

benefit of delivering the GPEP. Although the expected outcomes of the PEFs were confirmed by most respondents, 8 of the 28 respondents (29%) who have attended these meetings mentioned that the GOLD Agency imposes their own agenda onto these meetings, which prohibits the realization of the expected outcomes. These respondents indicated that these meetings are most useful if implementers are provided with sufficient time to raise their own concerns and discuss these with their colleagues.

*Comments and recommendations.* Although the findings suggest that the educator workshops are overcoming the difficulties that result from school staff members' negative attitude towards the programme, it should be noted that these workshops have only been delivered in the schools of eight IOs. It is recommended that this issue is closely monitored to ensure that it is completely alleviated in all schools. Literature emphasises the importance of monitoring this issue as it confirms that the local environment or context in which programmes are implemented have quite a substantial influence on the likelihood of programmes resulting in their expected outcomes (Elliott & Mihalic, 2004).

If the PEFs are coordinated incorrectly it becomes very frustrating for the staff members who attend these meetings. To avoid this from occurring and to ensure that the PEFs result in its potential beneficial outcomes, it is recommended that sufficient time is put aside during these meetings to allow implementers to share their implementation experiences and to build relationships with each other.

*Training and support function*

Table 11, which summarises the T&S outcomes that were assessed during the evaluation, illustrates that the majority of the respondents reported that they believe that most of the T&S activities resulted in their expected outcomes.

The outcomes that are expected to result from the track 3 training session were the only T&S outcomes that consistently received poor ratings from the majority of the respondents who have attended it. Thirty-two of the 36 respondents (89%) who attended this training session reported that it is too similar to the previous two track training sessions and respondents indicated that it is “boring”, “frustrating”, and a “waste of time”.

*Comments and recommendations.* Respondents indicated that the first two track training sessions equip them with sufficient skills to deliver the third track of the GPEP. It is thus recommended that the T&S function removes this training session from their service delivery plan or modifies its content.

Table 11

*Pivotal T&S outcomes assessed via preliminary observation*

Activity	Assessed pivotal outcome	# of respondents that confirmed assessed outcome	Survey item #
Pre-implementation training session	Increased understanding of what it will require to deliver the GPEP	22/26	14.4
Curriculum messaging workshop	Motivated to think through the critical messages linked to the GPEP	37/38	20.4
Self development workshop	1) Increased understanding of the importance of having a life purpose	23/27	24.4
	2) Motivated to set personal goals	23/27	24.5
Boundaries workshop	1) Increased understanding of the importance of having appropriate boundaries when working with youth	25/28	25.4
	2) Sufficient skill to develop guidelines to create appropriate boundaries	23/28	25.5
Equip to serve workshop	1) Increased understanding of what counselling is	49/50	26.4
	2) Sufficient skill to confidently counsel peer educators	43/50	26.5
Track training sessions	1) Increased understanding of the content to deliver relevant track	Track 1: 57/59 Track 2: 50/52 Track 3: 8/40	21.4
	2) Sufficient skill to confidently deliver the relevant track	Track 1: 51/59 Track 2: 44/52 Track 3: 8/40	21.5
Project management and camp training session	Sufficient skill to confidently plan a track 1 camp	37/41	22.4
Mentoring in the context of peer education training session	1) Increased understanding of what mentoring is	22/24	23.4
	2) Sufficient skill to confidently mentor peer educators	22/24	23.5
Implementaiton guide V2 workshop	Sufficient skill to confidently use the implementation guide V2	34/35	16.4
On-site visits	The Agency addresses IOs specific problems they experience while delivering the GPEP	50/65	37

*Distal outcomes*

The survey included three items (53-55) that directly asked respondents whether they think the GOLD programme results in its expected distal outcomes. Ultimately the GOLD programme aims to contribute towards the development of leadership skills and organisational capacity that are deemed necessary for IOs to effectively deliver the GPEP. In total, 48 of the 65 respondents (74%) believed that the GOLD Agency's relationship with their IO have resulted in the development of their organisation's capacity, 47 respondents (72%) believed that leadership has been developed in the staff of their organisation, and 43 respondents (66%) believed that the GOLD programme equips them with sufficient skills to effectively deliver the GPEP. Thirty respondents (60%) confirmed the likelihood of all three distal outcomes that are expected to result from the GOLD programme. MAT, PPASA, and UCSA had no participating staff members in this category.

*Comments and recommendations.* Fourteen of the 17 IOs (82%) had at least one participating staff member who indicated that they believe that all three distal outcomes that are expected to result from the GOLD programme, are in fact occurring. The three organisations that received the lowest overall implementation fidelity scores had no participating staff members who could confirm the likelihood of all three of these distal outcomes. This finding suggests that an overall implementation fidelity score of at least seven is not only necessary for staff members to be satisfied with the support they receive, but it is also necessary for staff members to perceive the GOLD programme as resulting in its expected distal outcomes.

*Likelihood of the programme theory: the strength of the relationship between the GOLD programme and IOs ability to deliver the GPEP*

The results of the previous section of the dissertation indicate that the majority of the respondents believe that the proximal outcomes expected to result from the intended activities of the GOLD programme are in fact occurring. The beneficiaries' perceptions, thus, tentatively confirm the assumed theory of the programme. This means that, in the eyes of the recipients of the GOLD programme's services, the expected changes can be seen to occur, and that they themselves perceive an increase in their ability to deliver the GPEP.

To probe this finding further the relationship between the implementation fidelity with which the IOs received the GOLD programme and their delivery of the peer education programme, as measured by the monitoring and evaluation system, was investigated. The amount of the GOLD programme received by IOs, as expressed by the overall implementation fidelity score, was compared to the organisations' ability to deliver the GPEP, as derived from the 2008 QA reports and represented by the composite performance scores. A scatter plot was used to establish the strength of the relationship between the implementation fidelity and composite performance scores of each IO. Pearson's product moment correlation coefficient was used to determine how closely these two variables are related to each other. PPASA was the only organisation that could not be included in the calculation as it did not submit any QA reports during 2008, which prohibited the calculation of its composite performance score. Table 12 presents these two scores for each IO.

The correlation between these two variables was calculated as Pearson's product moment coefficient. The correlation was significant ( $r = .55, p < .05$ ) and the coefficient of determination ( $r^2$ ) was 0.3. The mean of the overall implementation fidelity scores ( $M = 7.5, SD = 0.45$ ) was higher than the mean of the composite performance scores ( $M = 3.15, SD = 1.68$ ).

Table 12

*IOs' overall implementation fidelity and composite performance scores*

IO name	Overall implementation fidelity score	Composite performance score
CAWO	8.1	6.5
ISC	8	2.3
NOAH	8	5.2
UKUTASA	8	2.9
YFC MPU	8	1.9
SETHANI	7.9	2.7
OIL	7.6	5.5
SAPPSI	7.6	3.7
CCB	7.4	2.8
MASOYI	7.3	4.3
YFC KZN	7.3	3
YFC G	7.3	2.9
YOHO	7.1	1.9
MAT	6.9	0.5
UCSA	6.7	0.2
PPASA	5.7	Unavailable

*Comments and recommendations.* The above statistical analysis indicated a somewhat strong positive relationship ( $r = .55, p < .05$ ) between the amount of the GOLD programme delivered to organisations and these organisations' ability to deliver the GPEP. This finding is encouraging as it suggests that the amount of the GOLD programme provided to IOs has a relationship to these organisations' ability to meet the quarterly targets of the GPEP. Although correlation does not imply causation, it does not disconfirm it either (Krazel & Moursund, 1995, p. 55) and based on our current understanding of the GOLD programme and the fact that the likelihood of this understanding was confirmed by the majority of the respondents, it is highly likely that the GOLD programme had a direct influence on the IOs' composite performance scores. The coefficient of determination indicated that the GOLD programme is responsible for 30% of the variation in organisations' ability to meet the targets of the peer education programme. The remaining 70% of the variance in the IOs' ability to deliver the peer education programme is thus caused by additional factors apart from the GOLD programme. This is confirmed by the finding that although IOs' composite performance scores increased in relation to the amount of the GOLD programme that it received, there was also some variation among IOs' composite performance scores for each specific overall implementation fidelity score. For example ISC, NOAH, UKUTASA, YFC MPU all received overall implementation fidelity scores of 8, but their composite performance scores ranged between 1.9 and 5.2.

The large difference between the variance of these two datasets also suggests that other factors, apart from the GOLD programme, influence IOs' ability to deliver the GPEP.

The variance in the composite performance scores ( $SD = 1.68$ ) is also almost four times more than that of the implementation fidelity scores ( $SD = 0.45$ ). The remaining 70% of the variance might be explained by various factors including: the base capacity of organisations before collaborating with the GOLD Agency; the nature of the relationship between the Agency and the organisation; other commitments and responsibilities of the IO staff members; IO staff members' commitment to delivering the peer education programme; the supportiveness of the context in which each IO delivers the programme.

## **CHAPTER 4: CONCLUSION**

In the present study, a programme theory-based evaluation of the GOLD programme was conducted. The researcher aimed to assist the Agency to develop a detailed and plausible programme theory for its purveyor type programme, to establish the implementation fidelity with which this programme is delivered, and to tentatively investigate the likelihood of its assumed theoretical foundation via preliminary observation.

In contrast to the previous chapter that was used to address the specific evaluation questions posed at the end of the first chapter, this chapter will be used to highlight the most significant evaluation findings. These will be translated into key recommendations that could be used for the improvement of the GOLD programme. I will then reflect on what we have learnt from the current investigation regarding the purveyor method of distributing programmes. Finally, I will discuss my personal experience of conducting a programme theory-based evaluation.

### **Evaluation results**

To furnish information that can be used to guide possible improvements to the GOLD programme was one of the primary aims of the current study and resulted in the slightly negative focus of the previous chapter. The evaluation results were interpreted and presented in such a way as to enable the identification of specific aspects of the GOLD programme that could be improved. Despite this focus, the respondents highlighted various strengths of the programme that should not go unnoticed.

### *Programme strengths*

The majority of respondents (43 out of 65, 66%) indicated that they are satisfied with the current support they receive from the GOLD Agency. These respondents mentioned that the dedication of the GOLD Agency staff members and their commitment to excellence in their development of the IOs, their delivery of the GOLD programme, and their distribution of the GPEP does not go unnoticed and motivates them to also do their best when delivering the peer education programme.

### *Implementation of the GOLD programme*

The average of all the IOs' overall implementation fidelity scores (7.4) is higher than both the Gottfredson's estimate (Gottfredson, 2001) of the typical range in fidelity of 4.2 – 6.8 and the suggested score of 7 that the findings of this research suggests to ensure that staff members are satisfied with the support they receive from the GOLD Agency and for the beneficiaries to confirm the likelihood of the distal outcomes expected to result from this programme. The significance of this achievement becomes even more apparent when considering the complexity of the GOLD programme. The fact that the majority of the beneficiaries of the GOLD programme rated the quality and usefulness of most of these services (18 out of 22; 82%) highly, increases the possibility that the GOLD programme will result in its expected outcomes for IOs.

### *Programme theory*

The majority of the respondents indicated that they believe the majority of the outcomes that are expected to result from the GOLD programme are in fact occurring. Although self-reports are not the most rigorous method of assessing programme theory, preliminary observation is one approach used to assess the soundness of the theoretical foundations of programmes that often employs this method (Rossi et al., 2004, p. 162). This finding tentatively confirms that the majority of the activities delivered by the GOLD Agency are perceived to be resulting in the expected outcomes for most of its beneficiaries.

### *Delivery of the GOLD peer education programme*

An encouraging result of the current study is the fact that the implementation fidelity measures of the GOLD programme shows a significant relationship to IOs' ability to deliver the peer education programme ( $r = .55, p < .05$ ). Although it was not an aim of the evaluation to judge the effectiveness of the GOLD programme this finding suggests that it is likely that the GOLD programme increases IOs' ability to deliver the GPEP.

### *Programme weaknesses*

Lack of a clear and consistent communication channel between the GOLD Agency and the IOs was highlighted as a major concern by more than a third of the respondents (22 out of 65; 34%) and was the leading cause of feelings of dissatisfaction for the beneficiaries of the GOLD programme. The GOLD Agency currently directs all communication to the programme managers who are then responsible to distribute the

information to all the other staff members involved with the delivery of the peer education programme. It seems that there is a blockage in the flow of information between the GOLD Agency and the facilitators. Respondents also complained about the sporadic nature of the reporting request they receive and the apparent lack of information sharing between the departments of the Agency. This not only results in staff members feeling confused and frustrated, but it also makes it difficult for IOs to plan ahead, which in turn negatively affects their ability to meet the targets of the peer education programme. Repeatedly requesting documentation that has already been sent to the Agency results in both the IOs' and the Agency's time being used ineffectively. While administering the surveys to the respondents it also came to my attention that very few respondents were aware of all the services the GOLD Agency provides to implementers of the GPEP.

#### *Implementation of the GOLD programme*

*Coverage.* Both PPASA's and UCSA's overall implementation fidelity scores were significantly lower than the average amount of the GOLD programme that the Agency delivered to the other IOs. These two organisations and MAT also received overall implementation fidelity scores below the suggested score of seven. As mentioned before, if an insufficient amount of the GOLD programme is delivered to IOs it is unrealistic to expect that these organisations will be able to effectively deliver the peer education programme. This prediction is supported by the finding that these three organisations had the lowest composite performance scores, which indicates that they reached the least of the peer education programme's targets during 2008.

*Participatory development.* Although a majority of the respondents indicated that they are satisfied with the amount of input (72%) and the level of authority (67%) they have in the development of the peer education programme, the remaining staff members voiced their frustration with these aspects of their relationship with the GOLD Agency. These disgruntled respondents indicated that although the Agency asks for feedback on a regular basis, it is rarely seen to have an impact on the GPEP. This has, for many of these respondents, resulted in feelings of apathy and hostility towards the GOLD Agency. Respondents are becoming increasingly resistant to share their ideas with the Agency, as they feel that they are not sufficiently recognized as they do not see the effects of their feedback. An example, from the research findings which demonstrates the experience of these respondents follows. Although various staff members has notified the Agency that the targets of the peer education programme are unrealistic and puts too much pressure on facilitators, nothing has been done about this and these respondents have not received any feedback from the Agency regarding how it intends to respond to this issue. It is the experience of these respondents that their feedback is being “swept under the carpet” and not taken seriously by the GOLD Agency.

*The role of quality and usefulness.* Although the QA function ensured 100% coverage of all their activities, most of these activities received low ratings on quality, usefulness, or both of these aspects, from many of its beneficiaries. Most of the respondents confirmed the outcomes that are expected to result from the LFA matrix and the QA reports, but the usefulness of these documents received low ratings because it did not sufficiently address the needs of the intended users. The large number of targets of

the peer education programme was highlighted as one of the worst aspects of delivering the programme by 37 of the 65 respondents (57%). These respondents described the targets as being “unrealistic” and “unattainable”. Respondents also indicated that the reporting system used by the QA function is not sufficient to address all the difficulties they experience while delivering the GPEP.

The majority of respondents confirmed the likelihood of the outcomes that are expected to result from the monitoring and evaluation system, but the complexity and repetitiveness of this system was highlighted as a problem. This not only makes the process of monitoring programme delivery unpleasant, but more importantly it prevents the monitoring and evaluation workshop to result in one of its expected outcomes: to equip staff members with sufficient skills to confidently use the monitoring and evaluation system. This finding clearly demonstrates how the quality and usefulness of programme activities affect the strength of the relationship between services implementation fidelity and its ability to achieve its expected outcomes (Carroll et al., 2007).

The evaluation findings also suggest that the language used in the resources is not appropriate for the intended users of these documents. The Agency might want to investigate this issue further and consider revising the manner in which its resources are written.

*Target population.* Overall, the T&S function failed to deliver its training sessions and workshops to a third of its intended target population that participated in the evaluation. From all these activities the pre-implementation training session (23%), the self development workshop (44%), and the boundaries workshop (46%) reached the smallest number of its target population. It was also found that four facilitators have not attended any of the track training sessions.

The evaluation findings also suggest that the eligibility criteria of the programme visibility and the resource mobilisation workshop are not strictly adhered to. While some staff members, who did not meet the eligibility criteria, attended these workshops, no participating staff members from PPASA could confirm that either of these workshops has been attended by any of their colleagues. Failure to comply with the eligibility criteria results in the ineffective use of the GOLD Agency's time and resources – some staff members are being equipped with skills and knowledge that they do not require and fail to apply. It also means that not all the eligible staff members are provided with an opportunity to attend these workshops.

*Timing of training.* More than half of the respondents (53%) who attended training sessions and workshops did so at a different time than what is specified in the T&S function's service delivery plan. Almost a third of the respondents (20 out of 65; 31%) indicated that this decreases the usefulness of these activities.

### *Programme theory*

*The role of beneficiaries' expectations.* Although most respondents believe in the likelihood of the outcomes that are expected to result from the A&V function's services, 29 of the 65 respondents (45%) indicated that the amount of support the GOLD Agency provides to raise awareness of the GPEP is insufficient. The evaluation findings also suggest that respondents are resistant towards activities delivered by the A&V and RM function that aim to equip IOs to operate independently from the GOLD Agency. Respondents indicated that they feel that the Agency is better equipped and in a better position to promote the GPEP and to obtain resources and as a result they expect the GOLD Agency to take full responsibility for these activities. The expectations of the IO staff members create a context that is counter-productive to the aims of these activities. Irrespective of the quality and potential usefulness of services provided to enhance the independence of IOs, these are unlikely to result in the expected outcomes until the expectations of the beneficiaries are changed.

### Key recommendations for possible improvement of the GOLD programme

The previous chapter was used to provide various recommendations regarding possible improvements that each functional area might want to consider. It is however recommended that the following higher level recommendations for possible improvements of the GOLD programme as a whole are considered in particular. It is strongly argued that these changes will increase the chances of the GOLD programme resulting in its desired long-ranged effects (Chen & Rossi, 1983).

### *Improve communication*

One of the findings of the evaluation was that the communication between the GOLD Agency and the IOs as well as the internal communication of the Agency can be improved. As mentioned before, assigning a single contact person from the GOLD Agency to each IO is the easiest and most straightforward way to overcome most of the identified communication problems. Depending on the demands the IOs make on this contact person, it might be a possibility that one person can act as the contact point for multiple organisations. This will not only ensure that IOs receive a consistent message, but it will also create a context that will foster a relationship of familiarity and trust between IO staff members and the Agency. This contact person should be responsible to process all queries of the IOs. They should channel the issue communicated to them to the correct department of the Agency and ensure that the IOs receive timely and appropriate responses. All the IO staff members should be allowed direct contact with their organisation's contact person to ensure that issues that cannot be resolved at the organisational level can be channelled to the Agency. Information communicated to the contact person should be dealt with in a responsible and confidential manner.

It is also recommended that the GOLD Agency, through the appropriate contact person, provides IOs with an annual brief that outlines exactly what information they will require, when they need it by, the format in which this should be sent to them, and how they intend to use the information. Although it is not ideal to change this brief once it has been sent to the IOs, IOs should be informed about any required changes at least two months before the deadline of the specific document and given guidelines of how to plan for

these changes. This will prevent the IO staff members being placed in reactive environments where they have to respond to sporadic request for ad hoc data, and unanticipated additional reporting requirements. It might also be useful for the GOLD Agency to develop and employ a centralized web-based system to store all documents received from IOs. All Agency staff members should have access to this system to ensure effective information sharing within the Agency.

Finally, it is recommended that the Agency develops a resource, like a brochure or a pamphlet, which includes a brief overview of the vision and aim of the GOLD programme. It should include each of the intended activities of the GOLD programme and should be accompanied by a brief description of each of these activities' goals and aims. This resource should be distributed to all staff members who deliver the GPEP. The logic models developed during the first stage of the study can be used to guide the development of this resource. Depending on the availability of resources, it can either be digital or printed. The Agency should strive to make this item as straightforward and user-friendly as possible. It is recommended that the training session and workshops are presented as a course that is delivered over a three year period. IO staff members should have absolute clarity about which activities of the GOLD programme should be attended / received by whom in which year, and how it will aid IOs in their delivery of the GPEP. Apart from providing IO staff members with a better understanding of what they can expect from the Agency, this document will also facilitate an accountability partnership between the GOLD Agency and IOs. This document will enable IOs to keep the GOLD Agency accountable in terms of its responsibilities towards them.

*Put in place monitoring processes for the GOLD programme*

When considering the importance of the GOLD programme in ensuring that organisations effectively deliver the GPEP, it becomes clear that it is essential that the Agency develops more formal processes of tracking its service delivery to IOs. This process could start by putting in place the service delivery checklist as developed to analyse the results of this evaluation. This would immediately improve the support of the implementation processes of the GOLD programme. The results of the evaluation indicated that the Agency's coverage was inconsistent. More formal monitoring processes will enable the GOLD Agency to ensure that they provide the same amount of service to all the IOs and in future, to avoid the situation where some organisations, like PPASA and UCSA, receive significantly less support than the others.

A review of the logic models developed during the first stage of this study could be used to identify the services that are most essential and make out the core components of the support provided to IOs. These core components should be used as the basis to decide what needs to be put in place in both the short and the long term for the monitoring and evaluation of the GOLD programme.

*Increased focus on participatory development*

The GOLD Agency is encouraged to continue and build on its current effort to employ participatory development. If the GOLD Agency wants to improve its current efforts it is suggested that it ensures that the IO staff members become active subjects rather than passive objects of the GPEP. This requires an essential power shift: the GOLD Agency

cannot control the development process solely on its own terms. The IO staff members should be treated as peers with legitimate insight and power to influence the development of the GPEP. One of the greatest benefits that stem from employing this approach is that it enhances implementers' level of ownership of programmes and also increases their feelings of autonomy and independence (Eversole, 2003) - all of which will increase the effectiveness with which IOs deliver the GPEP.

One way of facilitating this process is to put an interactive forum in place where IO staff members can provide feedback on and input into the development of the GPEP. The easiest way of achieving this is if the structure of the quarterly PEFs is slightly altered to provide more time for IO staff members to voice their opinions and to give feedback regarding the peer education programme. The evaluation findings suggest that the demanding nature of the targets of the GPEP have been brought to the attention of the Agency on various occasions by multiple respondents and that the Agency has failed to respond to this feedback. It is strongly recommended that the Agency reconsiders the demands placed on the IOs by the GPEP and if, for some valid reason, the targets cannot be changed these reasons should be clearly communicated to the IOs. Literature suggests that implementers' representation in setting performance standards greatly facilitate performance metrics that are equitable, feasible, and accurately represents implementers' productivity. Incorporating the ideas of the staff members of the IOs will not only enhance performance measurement tools, but will also result in stronger performance and greater willingness to comply (Maxwell & Husain, 2005).

### Purveyor type programmes

During the initial literature search for this study, the research came across a specific pocket of literature, capacity building, which could possibly be used to increase our current limited understanding of purveyor type programmes. It is not difficult to recognize that purveyor type programmes could easily be grouped under the larger category of capacity building initiatives. What is, however, exciting about this, is the fact that the field of capacity building has been further developed and refined than the field of purveyor type programmes. An extensive study (Kopf & Thayer, 2001) that reviewed America's most committed and successful capacity building initiatives or providers discovered something that has, as yet, not been touched on in the field of purveyor type programmes; various external factors, apart from the content and quality of the capacity building programme, dramatically influence the effectiveness of these efforts. According to the findings of this study (Kopf & Thayer, 2001):

- Each organisation will have its unique needs that should be taken into account by capacity building initiatives. Providers who work with organisations' unique needs, instead of relying on formulas, get better results.
- The better the understanding of organisation's situation, history, and culture, the more effective the capacity building becomes.
- Listening, communicating, and understanding an organisation's context is essential for effective capacity building.

- Trust between the provider and the organisation is essential in order for capacity building to occur. Both parties should feel free to communicate openly, to ask for help beyond the usual, and to listen and learn.
- Providers should spend sufficient time with organisations to obtain a good understanding of what it is the organisation needs and how their skills and knowledge can be molded to result in the most benefits for the specific organisation.

When applied to purveyor type programmes, the above information suggests that the nature of the relationship between purveyors and organisations will dramatically influence the success of these efforts. While administering the survey, my interactions with staff members from the IOs confirmed that their relationship with, and past experiences of, the Agency definitely influences their attitude towards the Agency, the GOLD programme, and the GPEP.

The findings of the Kopf and Thayer study (2001) also indicate that purveyors might benefit from being more flexible in the manner in which they provide services to organisations. It seems that the “one-size fits all” approach might not be the most effective way to equip organisations to deliver evidence-based programmes. Purveyors should spend sufficient time with each organisation to know how their services could be adapted to best equip each specific organisation to implement the relevant evidence-based programme. This might explain why IOs that received the same amount of the GOLD programme had such different composite performance scores. If the GOLD

Agency considers the base capacity of organisations more carefully and also pays closer attention to the individual needs of different IOs, they might find that it is not necessarily beneficial to deliver the GOLD programme, in the same format and dose, to all organisations.

Future research should continue to investigate the relationship between capacity building and purveyor type initiatives and should seek to determine to which extent our understanding of the one field could be used to further our understanding of the other.

#### Programme theory-based evaluations

The study in and of itself serves as an example of a programme theory-based evaluation that was conducted in a “real world” setting. It was argued that a brief reflection on this approach could further increase the usefulness of this study’s contribution to the field of theory-based evaluations.

Before discussing the researchers’ experience of conducting a theory-based evaluation, it should be noted that the study slightly deviated from the recommended method.

Donaldson (2007) suggests the following sequential steps when conducting this type of evaluation: (1) develop programme theory; (2) formulate and prioritize evaluation questions and focus; and (3) answer evaluation questions (p. 10). Although all of these steps were employed, it was found that it is more useful and practical to start the evaluation process by deciding on the general focus and evaluation questions (suggested second step) that would be most appropriate for the specific context and phase of the

programme under investigation. In theory it might be more useful to start the evaluation by extracting the programme theory, but in my experience this is not a very useful approach. Before the stakeholder of the current study provided approval for the evaluation, they wanted a clear idea of the intended aim, focus, and purpose of the evaluation. The general focus and evaluation questions were thus identified before the programme theory was developed. This becomes evident when considering that the programme theory was extracted only after the evaluation questions were outlined at the end of the first chapter. The programme theory was, however, used to refine the evaluation questions and to develop the specific criteria that were used to assess the GOLD programme. The suggested first two steps of theory-based evaluations were thus employed in an iterative, rather than a sequential manner.

*Experienced benefits of a theory-based approach to evaluation*

The process of extracting programme theory enabled me to become thoroughly familiar with the GOLD programme, which facilitated the development of the data collection tools and the interpretation of the evaluation findings. The process of developing the programme theory not only required careful examination of programme documentation, but also involved close contact and various interactions with those who are responsible for delivering the programme. As suggested by literature (Rossi et al., 2004, p. 93) these processes resulted in a knowledge base, which enabled the development of a detailed description of what supposedly occurs between the intended activities and the benefits of the GOLD programme. This description, in turn, was translated into survey items used to establish whether the intended services are delivered adequately and whether the key assumptions and expectations are reasonable and appropriate. Once the programme

theory was developed the process of developing the data collection tool was uncomplicated and was done in a relatively short time period. The programme theory facilitated the interpretation of the evaluation results as it was used as a framework to provide recommendations for the improvement of the GOLD programme.

Although the general focus and evaluation questions that should be addressed during the study were decided on before extracting the programme theory, this process resulted in multiple interactions between the staff members of the GOLD Agency and the researcher. These interactions enabled me to take these individuals' assumptions and expectations into account while fine-tuning the design of the evaluation. Literature suggests that stakeholder input dramatically increases the evaluation's relevancy and usefulness (Chen, 2005, p. 37). Based on the researcher's experience of conducting a programme theory-based-evaluation, this approach motivates and facilitates the process of receiving input from programme stakeholders.

The above mentioned interactions with the staff members of the GOLD also provided an opportunity to implement various strategies to manage and overcome evaluation anxiety. These strategies included explaining the purpose of the evaluation, allowing stakeholders to discuss and affect the evaluation, and distinguishing between programme and staff evaluation. Consequences of evaluation anxiety range from reduced utilization of evaluation findings to compliance and cooperation problems (Donaldson, Gooler, & Scriven, 2002) and the fact that programme theory-base evaluation provides evaluators

with opportunities to reduce this phenomenon is another experienced benefit of this approach.

Finally, it was found that the programme theory-based approach to evaluation can, quite easily, be employed to ensure that evaluations are only conducted on programmes that meet the evaluability assessment criteria. The process of extracting and developing programme theory provided me with ample opportunities to interact and become acquainted with the staff members and to become knowledgeable regarding the operations of the programme. This process enabled me to ascertain whether the GOLD programme had well defined and plausible programme goals and objectives and whether relevant performance data could be obtained at reasonable cost. I could also establish whether the intended users of the evaluation, GOLD Agency staff members, could agree on how they will use the information that will result from the evaluation while extracting the programme theory. Sufficient data was thus gathered to confirm that the programme meets the evaluability assessment criteria before the actual implementation evaluation of the GOLD programme commenced.

#### *Challenges presented by the theory-based approach to evaluation*

The flexibility that the theory-based approach offers in terms of the methods that can be used to evaluate programmes is often described as a benefit of this approach (Chen, 2005, p. 38), but for prospective evaluators with no prior experience this can easily become quite a daunting aspect of this approach to evaluation. The current lack of clarity of the concept of programme theory and the shortage of examples of the application of this approach (Donaldson, 2007, p. 15; Weiss, 1997) further contributes towards this anxiety.

Although identifying and applying the “best” evaluation approach and methods to all evaluations is overly simplistic and does not take the complex nature of programmes into account, this one-size fits all approach to evaluation certainly seems less complicated and overwhelming. This obstacle or shortcoming of theory-based evaluation is likely to be overcome once the conceptual framework of this approach is clarified sufficiently and more literature on actual evaluations that employed this approach becomes available.

#### Limitations and directions for future research

The first possible shortcoming of the current study was the use of only a survey-based measure of programme implementation. The other strategy that is often recommended for measuring implementation of programmes is observation (Dussenbury, Brannigan, Hansen, Walsh, & Falco, 2005; Lillehoj, Griffin, & Spoth, 2004). Because this was a retrospective study that aimed to determine the amount of the GOLD programme received by IOs over the last three years, relying on self-reports of the beneficiaries was the only viable option available for the current study. It is thus important to exercise caution when interpreting the perceptions of the IO staff in terms of the outcomes achieved by the Agency’s involvement with them. As indicated before, these are self-reports, and therefore open to all sorts of unknown biases – a factor that places severe limitation on any conclusions that were made about the outcomes of the GOLD programme. Although limited, the service delivery survey has the advantage of being simple to administer to a sample spread across South Africa and Botswana, easy to score, and covered multiple aspects of implementation often cited in the research literature on implementation, including: perceived quality; perceived usefulness; and the perceived

ability of activities to result in its expected outcomes (Dane & Schneider, 1998; Dussenbury et al., 2003). Future implementation research should aim to incorporate some form of observation of programme activities as this can be used to validate the information that results from self-reports and as a result will strengthen the validity of the findings.

Secondly, the fact that secondary data was used to determine the level of implementation fidelity with which the GOLD peer education programme is being delivered by the IOs. The composite performance score allocated to the IOs were calculated using data obtained from the current monitoring and evaluation system employed by the GOLD Agency, which was assumed to be a truthful representation of the IOs' performance. Although every effort was made to ensure that the data is reliable and valid, it remains data that was not collected at the source by the evaluator.

The current study was a structured investigation of the GOLD programme. It resulted in specific recommendations that can be used by the GOLD Agency to improve their current service delivery to IOs. The study provides a detailed description of a theory-based evaluation of a "real life" programme that can serve as a template for future programme evaluations. It also provides clear direction for future research on the purveyor method of distributing evidence-based programmes.

## REFERENCES

- Allen, J. & Pilliber, S. (2001). Who benefits the most from a broadly targeted prevention program? Differential efficacy across populations in the teen outreach program. *Journal of Community Psychology, 29*, 637-655.
- Babbie, E. & Mouton, J. (2001). *The practice of social research (South African ed.)*. Cape Town: Oxford University Press South Africa.
- Baroudi, J.J., Olson, M.H., & Ives, B. (1986). An empirical study of the impact of user involvement on system usage and information satisfaction. *Communications of the AMC, 29* (3), 232-238.
- Barrett, M. & Bissell, M. (2005). A process evaluation of the youth education about health (YEAH) program: A peer-designed and peer-led sexual health education program. *Canadian Journal of Human Sexuality, 14* (3-4), 129-141.
- Bolton, R.N. & Drew, J.H. (1991). A multistage model of customers' assessments of service quality and value. *Journal of Consumer Research, 17*(4), 375-384.
- Borgia, P., Marinacci, C., Schifano, P., & Perucci, C. A. (2005). Is peer education the best approach for HIV prevention in schools? Findings from a randomized controlled trial. *Journal of Adolescent Health, 36*, 508-516.
- Botvin, G.L., Baker, E., Filazzola, A.D., & Botvin, E.M. (1990). A cognitive-behavioural approach to substance abuse prevention: One year follow-up. *Addictive Behaviours, 15*, 47-63.
- Brooks, E. (2008). Personal interview with a GOLD Agency staff member by Christa Gelderblom. Cape Town, 5 August.

- Butterfoss, F. D., Goodman, R. M., & Wandersman, A. (1996). Community coalitions for prevention and health promotion: Factors predicting satisfaction, participation and planning. *Health Education Quarterly*, 23, 65-79.
- Campbell, C. & Foulis, C.A. (2002). Creating context that support youth-led HIV prevention in schools. *Society in Transition*, 33(3), 339-356.
- Campbell, C. & MacPhail, C. (2002). Peer education, gender and the development of critical consciousness: participatory HIV prevention by South African youth. *Social Science & Medicine*, 55, 331-345.
- Campbell, S. (2005). Using peer education projects to prevent HIV/AIDS in young people. *Nursing Standards*, 20(10), 50-55.
- Carroll, C., Patterson, M., Wood, S., Booth, A., Rick, J., & Balain, S. (2007). A conceptual framework for implementation fidelity. *Implementation Science*, 2, 40-49.
- Chen, H. & Rossi, P. H. (1983). Evaluating with sense: The theory-driven approach. *Evaluation Review*, 7, 283-302.
- Chen, H.T. (2005). *Practical program evaluation: Assessing and improving planning, implementation and effectiveness*. Thousand Oaks: Sage.
- Cjaza, R. & Blair, J. (1996). *Designing surveys: a guide to decisions and procedures*. Thousand Oaks: Pine Forge Press.
- Cook, T., Haig, F., Phillips, M., Settersten, R., Shagle, S., & Degirmencioglu, S. (1999). Comer's school development program in Prince George's county, Maryland: A theory-based evaluation. *American Educational Research Journal*, 36, 543-597.

- Dane, A. V. & Schneider, B. H. (1998). Program integrity in primary and early secondary prevention: Are implementation effects out of control? *Clinical Psychology Review, 18*, 23-45.
- Dillman, D.A. (2007). *Mail and internet surveys: the tailored design method (2<sup>nd</sup> Edition)*. Hoboken: Wiley.
- Donaldson, S. I. (2007). *Program theory-driven evaluation science: Strategies and applications*. New York: Lawrence Erlbaum Associates.
- Donadson, S.I., Gooler, L.E., Scriven, M. (2002). Strategies for managing evaluation anxiety: Toward a psychology of program evaluation. *American Journal of Evaluation, 23 (3)*, 261-273.
- Dumas, I. E., Lynch, A. M., Laughlin, J. E., Smith, E. P., & Prinz, R. J. (2001). Promoting intervention fidelity: Conceptual issues, methods, and preliminary results from the early alliance prevention trial. *American Journal of Preventive Medicine, 20*, 38-47.
- Dussenbury, L., Brannigan, R., Falco, M., & Hansen, W.B. (2003). A review of research on fidelity of implementation: implications for drug abuse prevention in school settings. *Health Education Research, 18 (2)*, 237-256.
- Dussenbury, L., Brannigan, R., Hansen, W.B., Walsh, J., & Falco, M. (2005). Quality of implementation: Developing measures crucial to understanding the diffusion of preventive interventions. *Health Education Research, 20(3)*, 308-313.
- Elliot, D.S. & Mihalic, S. (2004). Issues in disseminating and replicating effective prevention programs. *Prevention Science, 47(7)*, 47-52.
- Eversole, R. (2003). Managing the pitfalls of participatory development: Some insights from Australia. *World Development, 31(5)*, 781-795.

- Fagan, A.A. & Mihalic, A. (2003). Strategies for enhancing the adoption of school-based prevention programs: Lessons learned from the Blueprints for violence prevention replications of the skills training programme. *Journal of Community Psychology, 31(3)*, 235-253.
- Fixsen, D. L., Naoom, S. F., Blasé, K. A., Friedman, R. M., & Wallace, F. (2005). *Implementation research: A synthesis of the literature*. Tampa, FL: University of South Florida, Louis de la Parte Florida Mental Health Institute, The National Implementation Research Network (FMHI Publication #231)
- Frechtling, J. A. (2007). *Logic modelling methods in program evaluation*. San Francisco: John Wiley & Sons.
- GOLD. (2006). Annual Report. *GOLD – Generation of Leaders Discovered*. Retrieved March 29, 2008, from <http://www.goldpe.org.za>.
- GOLD. (2007). *Implementation guide: A peer education model for youth development organisations (version 2)*. Cape Town: GOLD.
- Goodman, R. M. (2000). Bridging the gap in effective program implementation: From concept to application. *Journal of Community Psychology, 28(3)*, 309-321.
- Gottfredson, D. (2001). *Schools and delinquency*. Cambridge U.K.:Cambridge University Press.
- Gottfredson, D. & Koper, C. (1996). Race and sex differences in the prediction of drug use. *Journal of Consulting and Clinical Psychology, 64*, 305-313.
- Hacsi, T. A. (2000). Using program theory to replicate successful programs. *New Directions for Evaluation, 87*, 71-78.

- Harrachi, T. W., Abbott, R. D., Catalano, R. F., Haggerty, K. P., & Flemming, C. B. (1999). Opening the black box: Using process evaluation measures to assess implementation and theory building. *American Journal of Community Psychology, 27*, 711-731.
- Harrison, A., Smit, J.A., & Meyer, L. (2000). Prevention of HIV/AIDS in South Africa: A review of behaviour change interventions, evidence and options for the future. *South African Journal of Science, 96*(6), 285-291.
- Horizons (1999). Peer education and HIV/AIDS: past experience, future directions. Kingston: Discussion document developed by Horizons, Population council, the Jamaican Ministry of Health & PATH. Retrieved on 6 May 2008 from [www.popcouncil.org/pdfs/peer\\_ed.pdf](http://www.popcouncil.org/pdfs/peer_ed.pdf).
- Kalafat, J., Illback, R. J., & Sanders, D. (2007). The relationship between implementation fidelity and educational outcomes in a school-based family support program: Development of a model for evaluating multidimensional full-service programs. *Evaluation and Program Planning, 30*, 136-148.
- Kopf, N. & Thayer, C. (2001). *Echoes from the field: Proven capacity-building principles for nonprofits*. Washington: Innovation Network Inc.
- Krazel, G. & Moursund, J. (1995). *Statistics for the terrified*. New Jersey: Prentice-Hall.
- Krueter, M. W., Lexin, N., & Young, L. A. (2000). Evaluating community-based collaborative mechanisms: Implications for practitioners. *Health Promotion Practice, 1*, 49-63.
- Kusek, J.Z. & Rist, R.C. (2004). *Ten steps to a results-based monitoring and evaluation system: A handbook for development practitioners*. Washington, D.C.: World Bank.

- Lillehoj, C., Griffin, K., & Spoth, R. (2004). Program provider and observer ratings of school-based preventive interventions implementation: Agreement and relation to youth outcomes. *Health Education and Behavior, 31*, 242-259.
- Louw, J. (1998). Programme evaluation: A structured assessment. In J. Mouton, J. Muller, P. Franks & T. Sono (Eds.), *Theory and method in South African human sciences research: Advances and innovations* (pp. 255-268). Pretoria: HSRC Publishers.
- Louw, J. (2000). Improving practice through evaluation. In D. Donald, A. Dawes & J. Louw (Eds.), *Addressing childhood adversity* (pp. 60-73). Cape Town: David Philip.
- Love, A. (2004). Implementation evaluation. In J. S. Wholey, H. P. Hatry & K. E. Newcomer (Eds.), *Handbook of practical program evaluation (2<sup>nd</sup> ed.)* (pp. 417-438). San Francisco: Jossey-Bass.
- Luna, G. & Rotheram-Borus, M. (1999). Youth living with HIV as peer leaders. *American Journal of Community Psychology, 27*(1), 1-23.
- Mackay, K. (2006). Institutionalization of monitoring and evaluation systems to improve public sector management. ECD Working Paper Series, 15. <http://www.worldbank.org.ieg.ecd>  
Retrieved: 24 January 2009.
- Maxwell, K. & Husain, T. (2005). Public private partnerships: building capacity while effecting change. *Evaluation and Programmed Planning, 28*, 349-353.
- McDavid, J.C. & Hawthorn, L.R.L. (2006). *Programme evaluation and performance measurement: An introduction to practice*. Thousand Oaks: Sage.
- Moncher, F. J. & Prinz, R. J. (1991). Treatment fidelity in outcome studies. *Clinical Psychology Review, 11*, 247-266.

- Ndaki, K. (2004). *South African youth and HIV/AIDS*. Report of the research done by Wits University's Reproductive Health Research Unit and Medical Research Council. Retrieved on 6 May 2008 from <http://www.health-e.org.za/news/article.php?uid=20030975>.
- normality. *Journal of the American Statistical Association*, 63, 1343 – 1372.
- Patton, M. Q. (1997). *Utilization-focused evaluation: The new century text*. Thousand Oaks: Sage Publications.
- Petersilia, J. (1990). Conditions that permit intensive supervision. *Crime and Delinquency*, 36 (1), 126-145.
- Pettifor, A.E., Rees, H. V., Steffenson, A., Hlongwa-Madikizela, L., Macphail, C., Vermaak, K., & Kleinschmidt, I. (2004). HIV and sexual behaviour amongst South Africans: a national survey of 15-24 year olds. Johannesburg: Reproductive Health Research Unit, University of Witwatersrand. Retrieved on May 6, 2008, from <http://hivaidsclearinghouse.unesco.org>.
- Robinson, S. (1999). Measuring service quality: current thinking and future requirements. *Marketing Intelligence and Planning*, 17(1), 21-32.
- Rogers, P. J. (2000). Causal models in program theory evaluation. *New Directions for Evaluation*, 87, 47-55.
- Rogers, P. J., Petrosino, A., Huebner, T. A., & Hacsí, T. A. (2000). Program theory evaluation: Practice, promise, and problems. *New Directions for Evaluation*, 87, 5-13.
- Rossi, P., Lipsey, M. W., & Freeman, H. E. (2004). *Evaluation. A systematic approach* (7th ed.). Thousand Oaks, CA: Sage.

- Rumble, S. (2009). Interview with a GOLD Agency staff member by Christa Gelderblom. Cape Town, 18 May.
- Sikkema, K., Kelly, J., Winett, R., Solomon, L., Cargill, V. & Roffman, R. (2000). Outcomes of a randomized community-level HIV prevention intervention for women living in 18 low-income housing developments. *American Journal of Public Health*, 90, 57-63.
- Stame, N. (2004). Theory-based evaluation and types of complexity. *Evaluation*, 10, 58-76.
- Steckler, A. (1989). The use of qualitative evaluation methods to test internal validity: An example in a work site health promotion program. *Evaluation & Health Professions*, 12, 115-133.
- Stephenson, J. M., Strange, V., Forrest, S., & Oakley, A. (2004). Pupil-led sex education in England: Cluster-randomized intervention trial. *The Lancet*, 364 (9431), 338-346.
- Strange, V., Forrest, S., & Oakley, A. (2002). Peer-led sex education: Characteristics of peer education and their perceptions of the impact on them of participation in a peer education program. *Health Education Research*, 17(3), 327-337.
- Sweifach, J. & LaPorte, H. H. (2006). Perceptions of peer to peer HIV/AIDS education: A social work perspective. *Journal of HIV/AIDS Prevention in Children and Youth*, 7(2), 119-134.
- Taylor, L., Nelson, P., & Adelman, H. (1999). Scaling up reforms across a school district. *Reading and Writing Quarterly*, 15(4), 303-325.
- United Nations joint programme on HIV/AIDS. (1999). Peer education and HIV/AIDS: Concepts, uses and challenges. Geneva: UNAIDS.
- United Nations joint programme on HIV/AIDS & World Health Organisation. (2001). Global statistics. *Aids Care*, 13(2), 265-272.

- United Nations Children's fund, United Nations joint programme on HIV/AIDS, & World Health Organisations. (2002). *Young people and HIV/AIDS: Opportunity in Crisis*. New York: UNICEF.
- Unrau, Y. A. (1993). Expanding the role of program evaluation in social welfare policy analysis. *Evaluation Review*, 17, 653-662.
- Warwick, D. & Lininger, C. (1975). *The sample survey: theory and practice*. New York: McGraw-Hill.
- Weingardt, K.R. & Gifford, E.V. (2007). Expanding the vision of implementing effective practices. *Addition*, 102(6), 864-865
- Weiss, C. H. (1997). How can theory-based evaluation make greater headway? *Evaluation Review*, 21, 501-524.
- Weiss, C. H. (2000). Which links in which theories shall we evaluate? *New Directions for Evaluation*, 87, 35-45.
- Wisniewski, M. (2001). Using SERVQUAL to assess customer satisfaction with public sector services. *Managing Service Quality*, 11(6), 380-388.
- Zeithaml, V.A. (1988). Consumer perceptions of price, quality and value: A means-end model and synthesis of evidence. *Journal of Marketing*, 52(3), 2-22.

**APPENDIX A**

**The service delivery survey**

Dear GOLD implementer

- o Thank you for your willingness to participate in this study.
- o Your feedback will help the GOLD Agency to improve their service delivery.
- o I am conducting this study in my capacity as an UCT masters student
- o No individual's name will be mentioned in the report resulting from this research.
- o No confidential information revealed during the interview may or will be revealed to the GOLD Agency under any circumstances.
- o This is not a test, RELAX. If you do not know something we will just move on to the next question
- o If you have queries please do not hesitate to contact Christa Gelderblom (Cell: 082 416 2038 or Email: swartblommetjie@gmail.com)

1. What organisation do you work for?

**Answer:** .....

2. In which year did your organisation officially start to deliver the GPEP in schools?

**Answer:** .....

3. In which year were you formally accepted as part of the GPEP?

**Answer:** .....

4. What is your role in delivering the GPEP? (eg. director, programme manager, programme coordinator, lead facilitator, senior facilitator, junior facilitator, facilitator, or co-facilitator)

**Answer:** .....

4.1. Which tracks do you deliver/are you involved with? (Track 1, 2, or 3)

**Answer:** .....

5. Did your organisation receive an invitation to become a GOLD implementer?

Yes                       No                       Don't know

6. Did your organisation receive an application form to become a GOLD implementer?

Yes                       No                       Don't know

7. Did an information pack explaining the GPEP come with the above mentioned invitation and application form?

Yes                       No                       Don't know

8. Did the GOLD Agency conduct an on-site assessment of your organisation before it became an IO?

Yes                       No                       Don't know

9. Did the GOLD Agency conduct an orientation workshop with your organisation before it became an IO?

Yes                       No                       Don't know

10. Did your organisation sign a collaboration agreement with the GOLD Agency?

Yes                       No                       Don't know

11. Does the GOLD Agency ensure that your organisation's relationship with them remains in line with the collaboration agreement?

Yes                       No                       Don't know

12. Do you think that your organisation had sufficient knowledge of what it would entail to deliver the GPEP at the time the collaboration agreement was signed?

Yes                       No                       Don't know

13. Has the GOLD Agency ever requested your organisation to nominate potential implementing organisations?

Yes                       No                       Don't know

THE FOLLOWING TEN QUESTIONS ASK ABOUT TRAINING SESSIONS & DOCUMENTATION SUPPLIED BY THE GOLD AGENCY

14. Did you attend the "pre-implementation training session"?

Yes     No, but I am aware that it has been offered to us

No, I am not aware of it                       I am aware of it, but it has not been offered to us

If yes complete question 14.1 – 14.4, otherwise skip to question 15.

14.1. In which year/s did you attend the "Pre-implementation training session"?

**Answer:** .....

14.2. Please rate the quality of the presentation of the "Pre-implementation training session".

Excellent  Good  In between  Poor  Very poor  Can't remember

14.3. How useful is it to attend the "Pre-implementation training session" for implementers of the GPEP?

Very useful  Useful  In between  Not very useful  Not useful  Can't remember

14.4. Do you have a good idea of what it will require of your organisation to deliver the GPEP after attending this training session?

Yes  No

14.4.1. If no, why do you think this is not the case? Otherwise skip to question 15.

**Answer:**.....  
.....

15. Have you ever read the implementation guide?

Yes  No, but I am aware that our organisation has received it  
 No, I am not aware of it  I am aware of it, but we have not received it yet

If yes complete question 15.1 – 15.3, otherwise skip to question 16.

15.1. Please rate the quality of the content of the "implementation guide".

Excellent  Good  In between  Poor  Very poor

15.2. How useful is the content of the implementation guide for implementers of the GPEP?

Very useful  Useful  In between  Not very useful  Not useful at all

15.3. Do you have a clear idea of is expected from your organisation with regards to the activities involved with delivering the GPEP after reading this guide?

Yes  No

15.4. Do you have a clear idea of the minimum standards for each of the required activities after reading this guide?

Yes  No

15.4.1. If no to either 15.3. or 15.4., why do you think this is not the case? Otherwise skip to question 17.

**Answer:**.....  
.....

16. Did you attend the "implementation guide version 2 (V2) workshop"?

Yes  No, but I am aware that it has been offered to us  
 No, I am not aware of it  I am aware of it, but it has not been offered to us

If yes complete question 16.1 – 16.4, otherwise skip to question 17.

16.1. In which year/s did you attend "implementation guide V2 workshop"?

**Answer:** .....

16.2. Please rate the quality of the presentation of the "implementation guide V2 workshop".

Excellent  Good  In between  Poor  Very poor  Can't remember

16.3. How useful is it to attend the "implementation guide V2 workshop" for implementers of the GPEP?

Very useful  Useful  In between  Not very useful  Not useful  Can't remember

16.4. Do you have sufficient skill to confidently use the implementation guide V2 after attending this workshop?

Yes  No

16.4.1. If no, why do you think this is not the case? Otherwise skip to question 16.

**Answer:**.....  
.....

17. Have you received the curricula for the tracks that you are currently implementing?

Yes  No, but I am aware that our organisation has received it

No, I am not aware of it  I am aware of it, but we have not received it yet

If yes complete question 17.1 – 17.3, otherwise skip to question 18.

17.1. Please rate the quality of the content of the curricula?

Excellent  Good  In between  Poor  Very poor

17.2. How useful are the content of these curricula for implementers of the GPEP?

Very useful  Useful  In between  Not very useful  Not useful at all

17.3. Do you use the curricula to guide your delivery of the various tracks of the GPEP?

Yes  No

17.3.1. If no, why do you think this is not the case? Otherwise skip to question 18.

Answer:.....  
.....

18. Have you used additional curriculum materials when this was needed (eg. Xenophobia session, replacement sessions for Gender, relationships & rights sessions)?

Yes  No, but I am aware that our organisation has received it

No, I am not aware of it  I am aware of it, but we have not received it yet

If yes complete question 18.1 – 18.3, otherwise skip to question 19.

18.1. Please rate the quality of the content of these materials?

Excellent  Good  In between  Poor  Very poor

18.2. How useful are the content of these materials for implementers of the GPEP?

Very useful  Useful  In between  Not very useful  Not useful at all

18.3. Are these materials received early enough to allow you to become familiar with the content of the session before you have to deliver the session to the peer educators?

Yes  No

19. Have you received peer educator portfolios for each of your peer educators?

Yes  No, but I am aware that our organisation has received it

No, I am not aware of it  I am aware of it, but we have not received it yet

If yes complete question 19.1 – 19.3, otherwise skip to question 20.

19.1. Please rate the quality of the content of the portfolios?

Excellent  Good  In between  Poor  Very poor

19.2. How useful are these portfolios for implementers of the GPEP?

Very useful  Useful  In between  Not very useful  Not useful at all

19.3. Do these portfolios motivate the peer educators to complete their required activities?

Yes  No

19.3.1. If no, why do you think this is not the case? Otherwise skip to question 20.

Answer:.....  
.....

20. Did you attend the "curriculum messaging workshop"?

Yes  No, but I am aware that it has been offered to us

No, I am not aware of it  I am aware of it, but it has not been offered to us

If yes complete question 20.1 – 20.4, otherwise skip to question 21.

20.1. In which year/s did you attend the "curriculum messaging workshop"?

**Answer:** .....

20.2. Please rate the quality of the presentation of the "curriculum messaging workshop".

Excellent  Good  In between  Poor  Very poor  Can't remember

20.3. How useful is it to attend the "curriculum messaging workshop" for implementers of the GPEP?

Very useful  Useful  In between  Not very useful  Not useful  Can't remember

20.4. Did this workshop motivate you to think through the critical messages linked to the GPEP?

Yes  No

20.4.1. If no, why do you think this is not the case? Otherwise skip to question 21.

**Answer:**.....  
.....

21. Did you attend the "track one, two or three training sessions"?

Yes  No, but I am aware that it has been offered to us

No, I am not aware of it  I am aware of it, but it has not been offered to us

If yes complete question 21.1 – 21.5, otherwise skip to question 22.

21.1. Which of these track training sessions did you attend and in which years did you attend them?

**Answer:**.....

21.2. Please rate the quality of the presentation of these track training sessions.

Excellent  Good  In between  Poor  Very poor  Can't remember

21.3. How useful is it to attend these track training sessions for implementers of the GPEP?

Very useful  Useful  In between  Not very useful  Not useful  Can't remember

21.4. Do you have a good understanding of the content of the track after attending the relevant training session?

Yes  No

21.5. Do you have sufficient skills to confidently deliver the track after attending the relevant training session?

Yes  No

21.5.1. If your answer to either question 21.4. or 21. 5. was no, why do you think this is not the case? Otherwise skip to question 22.

**Answer:**.....  
.....

22. Did you attend the "project management and camp training session"?

Yes  No, but I am aware that it has been offered to us

No, I am not aware of it  I am aware of it, but it has not been offered to us

If yes complete question 22.1 – 22.4, otherwise skip to question 23.

22.1. In which year/s did you attend the "project management and camp training session"?

**Answer:** .....

22.2. Please rate the quality of the presentation of the "project management and camp training session".

Excellent  Good  In between  Poor  Very poor  Can't remember

22.3. How useful is it to attend the "project management and camp training session" for implementers of the GPEP?

Very useful  Useful  In between  Not very useful  Not useful  Can't remember

22.4. Do you have sufficient skills to confidently plan a track 1 peer educator camp after attending this training session?

Yes  No

22.4.1. If no, why do you think this is not the case? Otherwise skip to question 23.

**Answer:**.....  
.....

23. Did you attend the "mentoring in the context of peer education training session"?

Yes  No, but I am aware that it has been offered to us

No, I am not aware of it  I am aware of it, but it has not been offered to us

If yes complete question 23.1 – 23.4, otherwise skip to question 24.

23.1. In which year/s did you attend the "mentoring training session"?

Answer: .....

23.2. Please rate the quality of the presentation of the "mentoring training session".

Excellent  Good  In between  Poor  Very poor  Can't remember

23.3. How useful is it to attend the "mentoring training session" for implementers of the GPEP?

Very useful  Useful  In between  Not very useful  Not useful  Can't remember

23.4. Do you know what mentoring is after attending this training session?

Yes  No

23.5. Do you have sufficient skills to confidently mentor peer educators after attending this training session?

Yes  No

23.5.1. If your answer to either question 23.4. or 23.5. was no, why do you think this is not the case? Otherwise skip to question 24.

Answer:.....  
.....

THE FOLLOWING FIVE QUESTIONS ASK ABOUT WORKSHOPS DELIVERED BY THE GOLD AGENCY.

24. Did you attend the "self development workshop"?

Yes  No, but I am aware that it has been offered to us

No, I am not aware of it  I am aware of it, but it has not been offered to us

If yes complete question 24.1 – 24.5, otherwise skip to question 25.

24.1. In which year/s did you attend the "self development workshop"?

Answer: .....

24.2. Please rate the quality of the presentation of the "self development workshop".

Excellent  Good  In between  Poor  Very poor  Can't remember

24.3. How useful is it to attend the "self development workshop" for implementers of the GPEP?

Very useful  Useful  In between  Not very useful  Not useful  Can't remember

24.4. Do you have a good understanding of why it is important to have a life purpose after attending this workshop?

Yes  No

24.5. Did this workshop motivate you to set personal goals for yourself?

Yes  No

24.5.1. If your answer to either question 24.4. or 24.5. was no, why do you think this is not the case? Otherwise skip to question 25.

Answer:.....  
.....

25. Did you attend the "boundaries workshop"?

Yes  No, but I am aware that it has been offered to us

No, I am not aware of it  I am aware of it, but it has not been offered to us

If yes complete question 25.1 – 25.5, otherwise skip to question 26.

25.1. In which year/s did you attend the "boundaries workshop"?

Answer: .....

25.2. Please rate the quality of the presentation of the "boundaries workshop".

- Excellent
- Good
- In between
- Poor
- Very poor
- Can't remember

25.3. How useful is it to attend the "boundaries workshop" for implementers of the GPEP?

- Very useful
- Useful
- In between
- Not very useful
- Not useful
- Can't remember

25.4. Do you understand the importance of having appropriate boundaries when working with youth after attending this workshop?

- Yes
- No

25.5. Did this workshop increase your skill develop guidelines to create appropriate boundaries when working with youth?

- Yes
- No

25.5.1. If your answer to either question 25.4. or 25.5. was no, why do you think this is not the case? Otherwise skip to question 26.

Answer:.....  
.....

26. Did you attend the "equip to serve training session"?

- Yes
- No, but I am aware that it has been offered to us
- No, I am not aware of it
- I am aware of it, but it has not been offered to us

If yes complete question 26.1 – 26.5, otherwise skip to question 27.

26.1. In which year/s did you attend the "equip to serve training session"?

Answer: .....

26.2. Please rate the quality of the presentation of the "equip to serve training session".

- Excellent
- Good
- In between
- Poor
- Very poor
- Can't remember

26.3. How useful is it to attend the "equip to serve training session" for implementers of the GPEP?

- Very useful
- Useful
- In between
- Not very useful
- Not useful
- Can't remember

26.4. Do you understand what counselling is after attending this training session?

- Yes
- No

26.5. Do you have sufficient skills to confidently counsel peer educators after attending this training session?

- Yes
- No

26.5.1. If your answer to either question 26.4. or 26.5. was no, why do you think this is not the case? Otherwise skip to question 27.

Answer:.....  
.....

27. Does the GOLD Agency normally hand out training resources when you attend their training sessions or workshops (any handouts/booklets/manuals )?

- Yes
- No, but I am aware that our organisation has received it
- No, I am not aware of it
- I am aware of it, but we have not received it yet

If yes complete question 27.1 – 27.2, otherwise skip to question 28.

27.1. Please rate the quality of the content of the training resources?

- Excellent
- Good
- In between
- Poor
- Very poor

27.2. Do these resources make it easier to follow the training sessions?

- Yes
- No

27.3. Have you ever looked at the training resources after a training session to remind you of the content of the training?

- Yes
- No

27.3.1. If your answer to either question 27.2. or 27.3. was no, why do you think this is not the case? Otherwise skip to question 28.

Answer:.....  
.....

28. Have your organisation ever requested the GOLD Agency to repeat any training sessions or workshops?

- Yes       No       Don't know       I was not aware that we could do this

If yes complete questions 28.1 – 28.2, otherwise skip to question 29.

28.1. Please list the specific training sessions or workshops and provide reasons why you needed the GOLD Agency to repeat them?

Answer:.....

28.2. Has the GOLD Agency repeated the training sessions or workshops that your organisation requested from them?

- Yes       No

THE FOLLOWING NINE QUESTIONS WILL ASK ABOUT SOME ADDITIONAL SERVICES DELIVERED BY THE GOLD AGENCY.

29. Have you read the quarterly reports that the GOLD Agency provide your organisation with?

- Yes       No, but I am aware that our organisation has received it

- No, I am not aware of it       I am aware of it, but we have not received it yet

If yes complete question 29.1 – 29.3, otherwise skip to question 30.

29.1. Please rate the quality of the quality of the quarterly reports in terms of how easy they are to understand?

- Excellent       Good       In between       Poor       Very poor

29.2. How useful are the quarterly reports for implementers of the GPEP?

- Very useful       Useful       In between       Not very useful       Not useful at all

29.3. Do the quarterly reports indicate how your organisation is doing with regards to delivering the GPEP?

- Yes       No

If no, why do you think this is not the case? Otherwise skip to question 30.

Answer:.....

30. Have you read the mid-year assessment reports that the GOLD Agency provides your organisation with?

- Yes       No, but I am aware that our organisation has received it

- No, I am not aware of it       I am aware of it, but we have not received it yet

If yes complete question 30.1 – 30.3, otherwise skip to question 31.

30.1. Please rate the quality of the mid-year reports in terms of how easy they are to understand?

- Excellent       Good       In between       Poor       Very poor

30.2. How useful are the mid-year assessment reports for implementers of the GPEP?

- Very useful       Useful       In between       Not very useful       Not useful at all

30.3. Do the mid-year assessment reports indicate how your organisation is doing with regards to the seven elements of the GPEP?

- Yes       No

If no, why do you think this is not the case? Otherwise skip to question 31.

Answer:.....

31. Does the GOLD Agency assist your organisation in the process of implementing the recommendations made in the reports (Quarterly & Mid year)?

- Yes       No       Don't know

32. How many on-site visits has the GOLD Agency made to your organisation during 2008?

Answer:.....

33. Are specific problems that your organisation experience with delivering the GPEP addressed during these on-site visits?

- Yes       No       Don't know

34. Are you aware of the fact that the GOLD Agency offers telephonic support?

- Yes       No

34.1. If yes, have you ever used this service? Otherwise skip to question 35.

Yes  No

34.1.1. If yes, how many of the problems that you communicated to the GOLD Agency through this service have been resolved? Otherwise skip to question 35.

All  Most  Only some  None

35. Are you aware of the fact that the GOLD Agency offers email support?

Yes  No

35.1. If yes, have you ever used this service? Otherwise skip to question 36.

Yes  No

35.1.1. If yes, how many of the problems you communicated to the GOLD Agency through this service have been resolved? Otherwise skip to question 36.

All  Most  Only some  None

36. How many peer education forums (PEF's) occurred in your region during 2008?

**Answer:** .....

37. Have you ever attended any of the PEF's?

Yes  No

**if yes complete question 37.1 – 37.3, otherwise skip to question 38.**

37.1. Do various GOLD implementers share their experiences of delivering the GPEP at the PEF's?

Yes  No

37.2. Do you learn from other IOs' experiences of delivering the GPEP?

Yes  No

37.3. Have you formed supportive relationships with staff member from other IOs as a result of the PEF's?

Yes  No

37.3.1. If your answer to either question 37.1. - 37.3. was no, why do you think this is not the case? Otherwise skip to question 38.

**Answer:**.....  
.....

38. How many "educator workshops" has been delivered during 2008?

**Answer:** .....

**if any were conducted complete question 38.1 -38.2, otherwise skip to question 39.**

38.1. Do educators have a better understanding of the GPEP after attending this workshop?

Yes  No

38.2. Are educators more willing to support facilitators in their delivery of the GPEP after attending this workshop?

Yes  No

38.2.1. If your answer to either question 38.1 or 38.2. was no, why do you think this is not the case? Otherwise skip to question 39.

**Answer:**.....  
.....

**THE FOLLOWING TWO QUESTIONS WILL ASK ABOUT THE MONITORING & EVALUATION SERVICES DELIVERED BY THE GOLD AGENCY.**

39. Have you used the GOLD M&E system?

Yes  No, but I am aware that our organisation has received it  
 No, I am not aware of it  I am aware of it, but we have not received it yet

**if yes complete question 39.1 – 39.3, otherwise skip to question 41.**

39.1. Please rate the quality of the M&E resources in terms of how easy they are to use?

Excellent       Good       In between       Poor       Very poor

39.2. How useful the GOLD M&E system for implementers of the GPEP?

Very useful       Useful       In between       Not very useful       Not useful at all

39.3. Do you use the M&E resources to track the progress of your organisation's delivery of the GPEP?

Yes       No

39.3.1. If no, why do you think this is not the case? Otherwise skip to question 41.

Answer:.....  
.....

40. Did you attend the monitoring & evaluation (M&E) workshop?

Yes       No, but I am aware that it has been offered to us

No, I am not aware of it       I am aware of it, but it has not been offered to us

If yes complete question 40.1 – 40.5, otherwise skip to question 40.

40.1. In which year/s did you attend the M&E workshop?

Answer: .....

40.2. Please rate the quality of the presentation of the "M&E workshop".

Excellent       Good       In between       Poor       Very poor       Can't remember

40.3. How useful is it to attend the M&E workshop for implementers of the GPEP?

Very useful       Useful       In between       Not very useful       Not useful       Can't remember

40.4. Do you have an increased understanding of the importance of QA after attending this workshop?

Yes       No

40.5. Do you have sufficient skills to confidently use the M&E system after attending this workshop?

Yes       No

40.5.1. If your answer to either question 39.4. or 39.5. was no, why do you think this is not the case? Otherwise skip to question 40.

Answer:.....  
.....

THE FOLLOWING FOUR QUESTIONS WILL ASK ABOUT THE MARKETING & PROGRAMME VISIBILITY SERVICES DELIVERED BY THE GOLD AGENCY.

41. Have you used the marketing resources (marketing toolkit and CD)?

Yes       No, but I am aware that our organisation has received it

No, I am not aware of it       I am aware of it, but we have not received it yet

If yes complete question 41.1 – 41.3, otherwise skip to question 42.

41.1. Please rate the quality of the content of the marketing resources?

Excellent       Good       In between       Poor       Very poor

41.2. How useful are the marketing resources for implementers of the GPEP?

Very useful       Useful       In between       Not very useful       Not useful at all

41.3. Have you used the marketing resources to increase awareness of the GPEP in your community?

Yes       No

41.3.1. If no, why do you think this is not the case? Otherwise skip to question 42.

**Answer:**.....  
 .....

42. Did you attend the "programme visibility workshop"?

Yes

No, but I am aware that it has been offered to us

No, I am not aware of it

I am aware of it, but it has not been offered to us

If yes complete question 42.1 – 42.5, otherwise skip to question 43.

42.1. In which year/s did you attend the "programme visibility and marketing workshop"?

**Answer:** .....

42.2. Please rate the quality of the presentation of the "programme visibility and marketing workshop"?

Excellent

Good

In between

Poor

Very poor

Can't remember

42.3. How useful is it to attend the "programme visibility and marketing workshop" for implementers of the GPEP?

Very useful

Useful

In between

Not very useful

Not useful

Can't remember

42.4. Do you understand the importance of programme visibility and marketing in supporting your delivery of the GPEP after attending this workshop?

Yes

No

42.5. Do you have sufficient skills to confidently use the marketing resources provided by the GOLD Agency after attending this workshop?

Yes

No

42.5.1. If your answer to either question 42.4. or 42.5. was no, why do you think this is not the case? Otherwise skip to question 43.

**Answer:**.....  
 .....

43. How many awareness/advocacy events, involving more than one implementing organisation, were coordinated by the GOLD Agency during 2008 in your province?

**Answer:** .....

(If none, please skip to question 44)

43.1. Did your organisation participate in the organisation of any of these events?

Yes

No

Don't know

43.2. Was the event coordinated by both the GOLD Agency and your organisation?

Yes

No

Don't know

43.2.1. If no, who was mainly responsible for the coordination of the event/s?

**Answer:**.....

43.3. Did your community's awareness of the GPEP increase as a result of this event?

Yes

No

Don't know

43.3.1. If no, why do you think this is not the case? Otherwise skip to question 44.

**Answer:**.....  
 .....

44. Does the GOLD Agency do enough to support your organisation to raise awareness of the GPEP?

Yes

No

Don't know

THE FOLLOWING SEVEN QUESTIONS WILL ASK ABOUT THE RESOURCE MOBILISATION SERVICES DELIVERED BY THE GOLD AGENCY.

45. Have you used the resource mobilisation information pack?

- Yes  No, but I am aware that our organisation has received it  
 No, I am not aware of it  I am aware of it, but we have not received it yet

If yes complete question 45.1. – 45.3, otherwise skip to question 46.

45.1. Please rate the quality of the content of the information pack?

- Excellent  Good  In between  Poor  Very poor

45.2. How useful is this information pack for implementers of the GPEP?

- Very useful  Useful  In between  Not very useful  Not useful at all

45.3. Have you used the resource mobilisation information pack to obtain resources to support your organisation?

- Yes  No

45.3.1. If no, why do you think this is not the case? Otherwise skip to question 46.

Answer: .....

46. Did you attend the "resource mobilisation workshop"?

- Yes  No, but I am aware that it has been offered to us  
 No, I am not aware of it  I am aware of it, but it has not been offered to us

If yes complete question 46.1 – 46.5, otherwise skip to question 47.

46.1. In which year/s did you attend this workshop?

Answer: .....

46.2. Please rate the quality of the presentation of the "resource mobilisation workshop"?

- Excellent  Good  In between  Poor  Very poor  Can't remember

46.3. How useful is it to attend the "resource mobilisation workshop" for implementers of the GPEP?

- Very useful  Useful  In between  Not very useful  Not useful  Can't remember

46.4. Do you understand the importance of resource mobilisation for your organisation's sustainability after attending this workshop?

- Yes  No

46.5. Do you have sufficient skills to confidently use the resource mobilisation resources provided to you by the GOLD Agency after attending this workshop?

- Yes  No

46.5.1. If your answer to either question 46.4. or 46.5. was no, why do you think this is not the case? Otherwise skip to question 47.

Answer: .....

47. Did your organisation receive a list of potential local, national, and international donors?

- Yes  No  Don't know

47.1. If yes, has your organisation used this list to apply for funding? Otherwise skip to question 47.2.

- Yes  No  Don't know

47.2. If no, does your organisation intend to use this list in future to apply for funding? Otherwise skip to question 48.

- Yes  No  Don't know

48. Does your organisation have any sustainable partnerships as a result of their relationship with the GOLD Agency?

- Yes  No  Don't know

49. Did the GOLD Agency provide your organisation with sub-grants to support the delivery of the GPEP during 2008?

Yes                       No                       Don't know

50. Do you think the GOLD Agency does enough to support IOs in their efforts to obtain resources to support the GPEP?

Yes                       No                       Don't know

51. Do you think the GOLD Agency does enough to support IOs in their efforts to form partnerships with relevant stakeholders (potential IOs and school staff members)?

Yes                       No                       Don't know

THE FOLLOWING SIX QUESTIONS WILL ASK ABOUT YOUR GENERAL PERCEPTIONS OF THE GOLD AGENCY'S SERVICE DELIVERY TO YOU AND YOUR ORGANISATION.

52. How would you rate the following four aspects of your relationship with the GOLD Agency?

52.1. The collaborative effort between your organisation and the GOLD Agency (how your organisation and the GOLD Agency work together in delivering the GPEP)

Excellent                       Good                       In between                       Poor                       Very poor

52.2. The amount of opportunities created by the GOLD Agency to obtain feedback from your organisation, peer educators and their peers regarding each of these parties' perceptions of the GPEP.

Excellent                       Good                       In between                       Poor                       Very poor

52.3. The willingness of the GOLD Agency to adapt the GPEP based on the above mentioned feedback.

Excellent                       Good                       In between                       Poor                       Very poor

52.4. The communication between your organisation and the GOLD agency.

Excellent                       Good                       In between                       Poor                       Very poor

53. Do you think that the capacity of our organisation has increased as a result of our relationship with the GOLD Agency?

Yes                       No

53.1.1. If no, why do you think this is not the case? Otherwise skip to question 53.2.

Answer:.....  
.....

54. Do you think that leadership has been developed in the staff of our organisation as a result of our relationship with the GOLD Agency?

Yes                       No

54.1.1. If no, why do you think this is not the case? Otherwise skip to question 54.

Answer:.....  
.....

55. Do you think the GOLD programme is sufficient to enable IOs to deliver the GPEP effectively? If no, what else do you need?

Answer:.....  
.....  
.....  
.....

56. What major difficulties have you experienced while delivering the GPEP?

Answer:.....  
.....  
.....  
.....

57. Of these difficulties listed above, which ones are not addressed sufficiently by the GOLD Agency? Please explain your answer.

Answer:.....  
.....  
.....  
.....

58. What has been the greatest benefit for you/your organisation resulting from the collaboration with the GOLD Agency?

Answer:.....  
.....  
.....  
.....

59. What has been the worst consequence for you/your organisation resulting from the collaboration with the GOLD Agency?

Answer:.....  
.....  
.....  
.....

60. Do you have any other suggestions/comments regarding the services provided to you by the GOLD Agency?

Answer:.....  
.....  
.....  
.....

*Thank you for your patience, your feedback is valuable and will help the GOLD agency to improve the support they provide to you and your organisation in your delivery of the GPEP.*

## APPENDIX B

### The service delivery checklist

IO Name: _____		
	Received/Aware	Correct time
		Score
<hr/>		
<b>A&amp;V</b>		
Marketing resources		
Programmed visibility w/s		
Programmed visibility event		
<hr/>		
<b>QA</b>		
LFA Matrix		
M&E system		
M&E w/s		
Quarterly reports		
Mid-year reports		
<hr/>		
<b>R&amp;D</b>		
Implementation guide		
Curricula		
Additional Materials		
Training resources		
Portfolios		
<hr/>		
<b>RM</b>		
Potential donors list		
Information pack		
RM w/s		
Sustainability partners		
Sub grants(SA only)		
<hr/>		
<b>SM</b>		
Management of IOs		
Educator workshop		
<b>PEF</b>		
<hr/>		
<b>T&amp;S</b>		
Pre-implementation t/s		
Curriculum Messaging w/s		
Self development w/s		
Boundaries w/s		
Equip to serve t/s		
Track 1 t/s		
Track 2 t/s		
Track 3 t/s		
Project management & camp t/s		
Mentoring in the context of peer education t/s		
Requested repeats delivered/aware		
On - site visits		
Telephone (aware)		
Email (aware)		
<hr/>		
		Overall score: _____

**Mark allocation**

2 points: Received as expected  
 1 points: Received at incorrect  
 time, not by all relevant staff  
 members, or IO did not receive  
 the complete service  
 0 points: not received at all

**APPENDIX C**

Letter sent by the GOLD agency to inform IOs

**GOLD Peer Education Development Agency**

22 Stator Road – Rondebosch – 7700

Telephone: 021-685 5038/9 Fax: 086 654 8401 Website: [www.goldpe.org.za](http://www.goldpe.org.za)

August 2008

Dear GOLD implementers

**External evaluation of GOLD Agency's service delivery****Quality assurance of GOLD's service delivery to you:**

A study is currently being conducted to evaluate GOLD's service delivery to all IOs. The aim of the study is to hear the voices of the staff from our implementing organizations. You are the hands and feet of the GOLD peer education programme and we want to be sure that we support you in the best way that we can. Because you have been receiving our services, we feel that you are in the best position to give us feedback. Your honest feedback will not only enable us to improve our service delivery to your organizations, but will also enable us to provide better services to our new implementing organizations that are coming on board from the beginning of 2009. We are asking your help to enable us to become a better service provider to all of the organizations that implement the GOLD peer education programme.

What does the study require from you?

The researcher will contact a few staff members from each IO to set up an appointment to complete a telephonic interview during the months of September and October, 2008.

Who is doing the study?

The study is being conducted by a UCT research masters student, which makes this an external evaluation. The researcher will provide GOLD with a report containing the final outcomes of the study and only organizations will be identified in this report. GOLD will thus never see the survey that you completed. The researcher will not include your name on the survey and we hope that this will encourage a willingness to be totally open & honest in your feedback as this will ultimately result in you receiving better services from us.

Thank you that we can, once again, trust on you to cooperate with GOLD in this process of learning & discovery

Yours sincerely

Susannah Farr

Director

GOLD Peer Education Development Agency