PROCESS USE OF PROGRAMME EVALUATION IN THREE EVALUATION CONTEXTS IN NORTHERN GHANA

By

Bernard Afiik Akanpabadai AKANBANG

(10325807)

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Declaration

I Bernard Afiik Akanpabadai AKANBANG, hereby declare that this thesis is the product of my effort under the guidance of my supervisors and that it has not been presented anywhere as a whole or in part for the award of a degree. All references have also been duly acknowledged.

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Bernard Afiik Akanpabadai AKANBANG

We, the undersigned certify that we supervised the thesis of Bernard Afiik Akanpabadai AKANBANG and approve the thesis for submission.

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Dr Robert Darko Osei

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Dr Paschal B. Atengdem

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Rev. Prof. S. N. Boapeah

Dedication

This thesis is dedicated to the Glory of God.

Abstract

Evaluation has been recognised as having the potential to contribute to the effectiveness of development interventions. Using a mixed method approach involving surveys and Q Methodology, the study examines evaluation processes and evaluation use particularly process use in evaluations in Northern Ghana; a zone in which the framework for monitoring and evaluation of development interventions developed by the National Development Planning Commission has been piloted.

Evaluation capacity building, organisational learning/programme strengthening and hybrid, emerged as perspectives on process use types in evaluation. These process use types were influenced by the level of stakeholder involvement, the level of information flow in the evaluation process, the amount of resources committed to the evaluation and the organisational learning capacity of the programme. Stakeholder participation especially at the initial stages, employment of group and learning processes, and the competence and skills of the evaluator in facilitation emerged as the forms of stakeholder participation required to facilitate process use. Quarterly and annual reviews and the use of pre-departure debriefing meetings were found to be important to the use of evaluation. Constructivist learning was found to provide significant basis for explaining process use.

The study recommends the profiling of ongoing evaluation processes as well as mandatory debriefing meetings in evaluation systems, and the delinking of mid-term evaluation from the decision on the fate of programmes, as ways by which programme evaluation can contribute to the effectiveness of programmes.

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Acronyms

APRs	Annual Progress Reports
CHPS	Community Based Health Planning Services
CIDA	Canadian International Development Agency
CSOs	Civil Society Organisations
DAs	District Assemblies
DPCU	District Planning Coordinating Unit
DPMGs	District Poverty Monitoring Groups
DWAP	Districtwide Assistance Project
GPRS	Ghana Poverty Reduction Strategy
GSGDA	Ghana Shared Growth and Development Agenda
GSS	Ghana Statistical Service
IMF	International Monetary Fund
INGOs	International Non Governmental Organisations
JICA	Japanese International Cooperation Agency
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MMDAs	Metropolitan, Municipal, District Assemblies
MDAs	Ministries Departments Agencies
NDPC	National Development Planning Commission
NGOs	Non Governmental Organisations
NR	Northern Region
PPMEDs	Policy Planning Monitoring and Evaluation Divisions
RPCU	Regional Planning Coordinating Unit
RPMGs	Regional Poverty Monitoring Groups
SPSS	Statistical Packages for Social Sciences
STWSSP	Small Towns Water Supply and Sanitation Project
UER	Upper East Region
UWR	Upper West Region

CHAPTER ONE: INTRODUCTION AND BACKGROUND

1.0 Role and Significance of Evaluation in Development Programmes

The Programme-Based Approach to development has gained increasing recognition in the search for ways of delivering overseas development assistance to developing countries (Holvoet & Renard, 2007; Paris Declaration, 2005). However, poorly conceived and executed projects and programmes (Bourguignon & Sundberg, 2007), failures in learning and accountability (Clements, Chianca and Sasaki, 2008; Wenar, 2006) continue to undermine progress in reducing poverty by international development programmes. As a result, actors in international development have been on the search for ways of ensuring effectiveness of programmes to enable them bring about the envisaged desirable changes (Kusek & Rist, 2001).

Evaluation, defined as a systematic process through which organisations obtain information on their activities, impacts, and effectiveness in order to describe their accomplishments and improve upon their activities (Mark, Henry & Julnes, 2000; Mattesich, 2003) has been accepted as one of the ways of bringing effectiveness to development interventions (Clements *et al.*, 2008; Holvoet & Renard, 2007; Kusak & Rist, 2001; Morra, Linda & Rist, 2009; Newcomer, Hatry & Wholey, *2010*).

The demand for programme evaluation, the subject matter of this study, which is defined as the application of systematic methods to respond to questions on programme operations and results through either ongoing monitoring of a programme and or one-shot studies of programme process or programme impacts (Newcomer *et al.*, 2010; Rossi, Lipsey & Freeman, 2004) has seen phenomenal growth and interest (African

Development Bank, Operations Evaluation Department, 2006; Andersen, Birchall, Jessen & Money, 2006; and Kusek & Rist, 2004 as cited in Leeuw & Furubo, 2008).

Increasing need and demand for public accountability both downwards and upwards (African Development Bank, 2006; Ferraro & Pattanayak, 2006; Newcomer *et al.*, 2010), the prominence given to evidence-based policy and the requirement for policy makers to develop prudent policies based upon a firm comprehension of the existing context (Davies *et al.*, 2000; MacKenzie, Rivara, Jurkovich, Nathens, Frey, Egleston, Scharfstein, 2006; Martin & Sanderson, 1999), demand for results-based budgeting and management and iterative learning in line with the new international development paradigm's principles (Engel, Carlsson & Zee, 2003; Holvoet & Renard, 2007), increased desire by programme designers and implementers to be prudent in their use of scarce funds in the light of thinly stretched budgets for programmes (Ferraro & Pattanayak, 2006) have contributed significantly to this growth in demand for programme evaluation.

Generally, it has been noted in the literature (Bamberger & Eleanor, 1986; Conyers & Hills, 1984; Martin & Sanderson, 1999) that evaluation systems provide feedback on goal achievements; initial problems identification as well as proposition of solutions; measuring equity and efficiency; and providing guidelines for the planning of future programmes. A review of the poverty reduction strategy approach by the World Bank and International Monetary Fund (IMF) in September, 2005 underscored the centrality of a strong evaluation system for enhancing development effectiveness, reinforcing mutual accountabilities and realizing the Millennium Development Goals (MDGs) (African Development Bank, 2006). Similarly, Andersen *et al.* (2006) found that successful project management, regardless of cultural differences, depended on, in addition to professional planning and cost control, rich communication and learning from experience in order to achieve superior project success.

Kusek & Rist (2004) Cited in Leeuw & Furubo (2008) in their contribution to the significance of evaluation articulated that building an evaluation system adds the fourth leg to the governance chair which traditionally consisted of budget systems, human resource systems, and auditing systems. Building a monitoring and evaluation system brings to the fore the outcomes and consequences of governmental actions.

In response to the growing need for and importance of evaluation, evaluation units or divisions have been established in most organisations involved especially in international development. In the same way, evaluation is demanded as a requirement of programmes for accessing funds (Crawford & Bryce, 2003; Hatry *et al.*, 2010; Morra *et al.*, 2009) and account for about fifteen percent of programme funds. International donor agencies have therefore mostly been at the forefront of evaluation efforts in the developing world. As a result, most evaluations conducted in the developing world are geared towards the needs of these organisations. Thus, the timely and useful feedback needed by programme managers from evaluation in developing countries to enable the continuous improvement of quality, scale, access, equity, and impact is lacking in most evaluations (McDonald, 1999; Thoenig, 2000 as cited in Forss, Rebien & Carlsson, 2002).

The Swedish International Development Agency, for instance, in an assessment of its evaluation practices, was disappointed to find that most stakeholders never saw the findings and that the few who did, found nothing very new or useful in them. The agency arrived at a conclusion that evaluation does not mean anything to the majority of programme staff and managers in the developing world (Bamberger, 2009).

Alaimo (2008), Podems (2007) and Kusek and Rist (2001) had found earlier that evaluation was mostly used as a reporting requirement to funding institutions and remain overly centred on compliance with government requirements and regulations and on tracking of implementation of policies, programmes and projects, rather than end-results of policy, programme and project efforts. Besides, it has been observed that most evaluation processes are used as tools to cover up abuses and mistakes and to advocate or advertise for more funding (House, 2008; Lempert, 2010; Michaelowa & Borrmann, 2006). Evaluation has therefore generally had limited effect on programme performance and outcomes in the developing world (Bamberger, 2009, McDonald, 1999). As noted by Elbers, Gunning, Jan and de Hoop (2009), underutilisation of evaluation research as a method especially in Africa has accounted for the inability of evaluation to contribute effectively to learning and programme development.

The drive behind this study is, therefore, to contribute to the development of evaluation research and practice in ways that enables it to contribute meaningfully to ensuring better performance of programmes designed and implemented to improve the living conditions of the poor. Hatry *et al.* (2010) for instance, have argued for learning and more importantly programme improvement as a cardinal attribute for an evaluation to be classified as being useful or merit the kind of investment put into it. This study is grounded in the argument of Hatry *et al.* (2010). The argument in this study is that, it is only when evaluation has a learning and improvement orientation that its potential as an avenue for programme strengthening, evidence-based implementation, replanning and scaling-up of development programmes in resource-limited settings as noted by Nash, Elul, Rabkin, Tun, Saito, Becker, Nuwagaba-Biribonwoha (2009), as well as its opportunity for developing evaluation capacity of participants and organisations (King, 2007; Patton, 2008) can be realised. There is therefore the need to contribute to evaluation processes and purposes that go beyond merely fulfilling donor demands or external accountability to processes that enable managers to improve upon their programmes.

This is even more important in the context of Northern Ghana, which in spite of the numerous poverty reduction interventions has still consistently been ranked as the three poorest regions in Ghana.

1.1 Evaluation Use in Development Programmes

There has always been interest in knowing the contribution of evaluation to programme goals. Evaluation use has thus occupied a major part of the evaluation research and literature and it continues to be a major concern of development practitioners (Christie, 2007; Cousins *et al*., 2004; Henry & Mark, 2003; Johnson, Greensei, Toal, King, Lawrenz & Volkov, 2009; Smits & Champagne, 2008). Evaluators in particular are unanimous that, evaluation should be judged by their use, that is, in terms of its contribution to social betterment (Henry & Mark, 2003; Preskill & Caracelli, 1997).

However, evaluation use has traditionally been limited to the use of findings and recommendations contained in evaluation reports (Forss *et al.*, 2002; Weiss, 1998). Various studies in the 70s and 80s on evaluation use have, therefore, gone into determining the various ways in which evaluation findings were used. Since 1997, however, Patton (1997) coined the word process use as another type of evaluation use (Harner & Preskill, 2007; Henry & Mark. 2003; Patton, 1997, 2008) referring to it as the effects of evaluation that are not the result of evaluation findings or recommendations but the evaluation process in its right (Alkin & Taut 2003; Cousins *et al.*, 2004, Preskill, Zuckerman & Matthews, 2003). Since then, a lot of interest has been shown in process use because of its potential to optimise the use of evaluation (Amo & Cousins, 2007; Harner & Preskill, 2007; King, 2007; Podems, 2007) mostly in the western world.

Process use has been viewed as a long term measure for building organisational capacity for undertaking evaluation that is used (Cousins *et al.*, 2004; King, 2007; Patton, 2008). Other potential benefits of process use have included its capacity to change management thinking about future options; mobilize staff around a course of action (Greene, 1988; Smits & Champagne, 2008; Turnbull, 1999); make evaluation to become part of the treatment of a development problem rather than just being an independent assessment of effects (Forss *et al.*, 2002). To Podems (2007) and Forss *et al.* (2002), process use is the only means of guaranteeing the use of evaluation especially in circumstances where it is uncertain that the evaluation report will be used. It is thus, a cost effective way of strengthening the overall utility of an evaluation.

Process use therefore, not only justifies the evaluation, but the time and resources that are not used directly to solve the development problem. It involves any useful learning for any person involved in the evaluation that takes place during an evaluation, planned or unplanned, intentional or unintentional, that is not directly related to the evaluation findings (Podems, 2007). It facilitates organizational learning (Amo & Cousins, 2007; Cousins *et al.*, 2004) and builds evaluation capacity (Carden & Earl, 2007; King, 2007; Preskill *et al.*, 2003). Process use contributes to a learning phase that reinforces understanding and the ownership of results and, eventually, a greater sense of obligation to follow through on the results (Greene, 1988; Preskill *et al.*, 2003*;* Smits & Champagne, 2008).

In spite of the significance of process use to organisational learning, evaluation capacity building among others, various studies on the operationalisation of process use in empirical research note that process use has not been adequately put to empirical test even though it has been present in the conceptual literature on evaluation use for over a decade. Process use is noted to still be in its infancy requiring more research to enhance it (Amo & Cousins, 2007; Harnar & Preskill, 2007). Forss *et al*. (2002, p 43) made the following observation on the need to explore more into process use.

'We do not doubt that process use exists, but we do not know how common it is... there is therefore the need to know more about process use, and to verify whether it occurs as often as some like us to believe it does.' Similarly, Amo & Cousins (2007, p 20) noted that, 'there is still much opportunity to study, question, probe, test and substantiate process use.' This study explores process use in Northern Ghana as a way of finding out how it can be used as a catalyst for enhancing poverty reduction efforts in the area.

1.2 Evaluation and the Programme Cycle in the Developing World

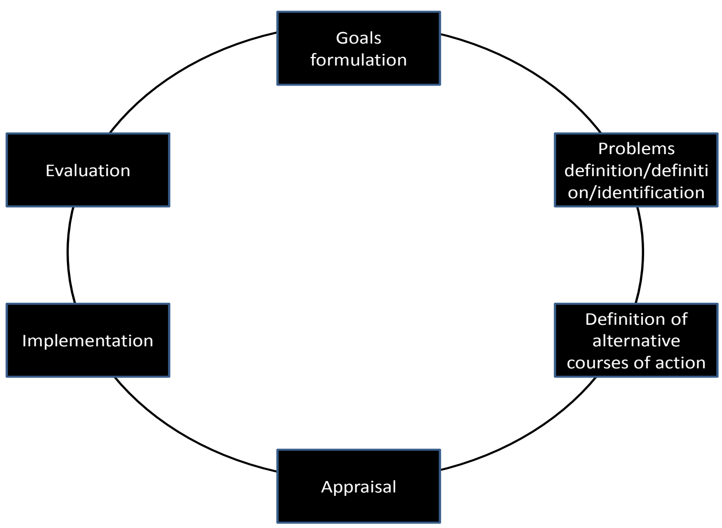
One of the basic elements in the planning of development programmes is that, it is a cyclical process. The planning of programmes is described as a continuous cyclical process of decision making, involving a sequence of stages which are designed to link basic policy goals with specific programmes, projects and to ensure that lessons learned from the implementation of these programmes are fed into subsequent planning cycles (Conyers & Hills, 1984). According to Biggs and Smith (2003), the planning cycle is a rational way of conceptualizing and managing development interventions and has over the years since its introduction in the 1960s become the standard practice for development agencies to organize their activities using the planning/project cycle management framework.

As shown in Figure 1.1, the planning cycle consists of a number of progressive stages that generally begin with needs identification and objectives formulation, through planning and implementation of activities, to assessment of the outcomes (Biggs & Smith, 2003). One significant attribute of the planning cycle is the centrality of learning in it (Biggs & Smith, 2003; Conyers & Hills, 1984). Learning is conceived as making adjustments during the planning cycle in response to ongoing events and taking account of past experience in future (Biggs & Smith, 2003) and is constituted /represented by the evaluation stage.

Evaluation serves as a feedback mechanism/loop into the other stages of the planning cycle, thus ensuring its cyclical nature. The iterative nature of the planning process in which the goals of planning are achieved through a stepwise movement instead of a momentary leap from problem to solution highlights the inherent value of evaluation in the programme cycle.

The emergence of evaluation as a specific stage of programme cycle is alluded to by Ocampo (2002) to have occurred in the developing world formally in the 1970s in response to the then development failures. Evaluation was viewed as a tool that will facilitate improvements in the planning and implementation of future programmes. By establishing a causal relationship among projected outcomes and results actually obtained, reasons for failures were explained and lessons generated from the reasons for failure were used to guide future planning and management of similar programmes (Ocampa, 2002).

Figure 1.1: Stages in the Planning Cycle



Adapted from Conyers and Hills (1984)

The need to analyse and determine the causes of failure resulted in the incorporation of specific activities of information collection (monitoring), and periodic analyses (evaluation) during the programme life. During this period, the focus of evaluation was to diminish the chance of errors rather than learning from them. However, projects increasingly continued to fail to achieve predetermined objectives resulting in the emergence of adaptive planning. Adaptive planning focuses on adaptation, flexibility, and learning from experience. Evaluation within the framework of adaptive planning is an ongoing process and not a time bounded stage in the programme cycle, which provides feedback into programme implementation management and in the design of future programmes.

1.3 Evaluation and Development Planning in Ghana

Ghana has a long history of development planning. The preparation of development plans have characterised the major government regimes of the country. The first ever plan to be prepared in the country's development history was the ten years Guggisberg's plan prepared in 1919 during the period of colonial rule. Several other plans including the 1930-40 plan, the 1946-56 plan, the 1951-56 plan, the 1958-59 consolidation plan, and the 1959-64 were all prepared during the period before the country attained a republican status.

Upon the attainment of a republican status, various governments implemented development plans. The first republican government under the charismatic leadership of Nkrumah prepared a seven-year plan spanning 1964 to 1970. This plan had industrialization as the strategy for achieving national development. Domestic production of import-substitutes by state-owned enterprises formed the nucleus of the development plan. Under the second republic, a two-year rural development plan (1971-72) was prepared. Under the Provisional National Defense Council government, a five-year development plan (1981-1986) was developed. The focus of this plan was economic recovery under the support of the IMF and the World Bank. It is worth mentioning here that most of these plans had little involvement of the citizenry in their preparations (National Development Planning Commission (NDPC), 2010).

The return of Ghana to constitutional rule in 1993 under the 1992 fourth republican constitution witnessed the preparation of a number of development plans in response to Article 36 (5) of the Constitution which requires that the president presents to parliament a coordinated programme of economic and social development of the country within two years on assumption of office. In 1995, the Government under the leadership of President Rawlings presented to Parliament the coordinated programme of economic and social development policies with the theme 'Ghana: Vision 2020.' The overall aim of Vision 2020 was to take the country to a middle income status. In line with Ghana vision 2020, the second government of the fourth republican constitution under President Rawlings presented a Medium-Term Development Plan (1997-2000) to guide the socioeconomic development of the country. This development plan had six thematic areas of focus: human development, economic growth, rural development, urban development, infrastructure development, and an enabling environment.

With the change of government from one political party to another political party in 2001, the Ghana Vision 2020 plan was truncated and replaced by the Ghana Poverty Reduction Strategy (GPRS I, 2003-2005) and the Growth and Poverty Reduction Strategy (GPRS II, 2006-2009) which were both implemented under the third and fourth parliaments of the fourth republican constitution under president Kufour. GPRS I was in line with Heavily Indebted Poor Countries debt relief initiative in 2002 supported by the IMF and the World Bank. The programme sought to restore macroeconomic stability and reduce the incidence of poverty and had four thematic areas: production and gainful employment, human resource development and basic services, special programmes for the poor and vulnerable, and governance. Five areas under these four themes were profiled for action: infrastructure, rural development based on modernized agriculture, enhanced social services, good governance, and private sector development.

The GPRS-II placed emphasis on growth as the basis for sustained poverty reduction. It had the objective of accelerating the pace at which Ghana could attain a middle income status. Macroeconomic stability, private sector competitiveness, human resource development, and good governance and civic responsibility were the thematic areas of GPRS II. Both GPRS I and GPRS II contributed significantly to guiding the allocation of resources and also provided a platform for dialogue between the Government and the development partners, and mainstreamed the MDGs and other international commitments relevant to poverty reduction into the national development effort.

In 2009, Ghana witnessed yet another peaceful change of power from a ruling government to an opposition political party. As is required of government, a developed plan dubbed Ghana Shared Growth and Development Agenda (GSGDA) (2010-2013) was launched. The thematic focus of the GSGDA include; human development, transparent and accountable governance, infrastructural development, agricultural modernization, oil and gas development, and private sector development.

All the plans prepared upon the return of the country to constitutional democracy in 1993 were guided by two Acts of Parliament; the National Development Planning (System) Act, 1994 (Act 480) and the accompanying National Development Planning

Commission Act, 1994 (Act 479) which sought to democratize planning practice. *A* hybrid of planning systems; centralised planning, functional or sectoral planning and decentralised planning are recognised by the two Acts. The central planning agency (NDPC) under the National Development Planning (Systems) Act, 1994 (Act 480), coordinates the planning activities of the various functional ministries and the MMDAs who undertake detailed planning and implementation of programmes at the sector and district levels respectfully. The Regional Planning Coordinating Unit (RPCU) harmonizes the plans prepared by the MMDAs. They also have oversight role of the MMDAs as well as providing capacity development support to the MMDAs. Under Act 462, MMDAs have been established as planning authorities with responsibility for planning the overall development of the areas under their jurisdiction. The District Planning Coordinating Unit (DPCU) coordinates the preparation of development plans as well as their implementation and evaluation.

Planning at the district level commences with the identification of community problems, opportunities, goals and objectives. These are collated at the various levels of the local government structure (unit commit, area/town/urban council) until the district level is reached. At the district level, the sub-committees of the executive committee of the DA examine the issues emanating from the lower levels and prioritise the goals and objectives of the people. The prioritised areas are taken up by the departments of the MMDAs as well as other organisaations as NGOs into their sectoral plans. The District Planning Coordinating Unit (DPCU) integrates and co-ordinates district sectoral plans into medium term, short term plans and annual plans and budget for consideration by the executive committee and debate by the Assembly. The district plan once approved is presented to the RPCU for co-ordination and harmonization with the plans of the other MMDAs in the region (Bandie, 2007). Steps involved in implementing the prepared plans include; plan review, plan adoption, annual action planning and monitoring and evaluation.

A major limitation in development planning in Ghana is the lack of integration between spatial and human settlement planning which has resulted in uneven and unplanned spatial development in many parts of the country, especially selected urban centers (NDPC, 2010). Another characteristic of development planning is the lack of continuity in the implementation of development plans when there is a regime change. This has accounted for the several development plans that have been produced in the history of the country.

The participation of the citizenry in the decision making process especially the vulnerable groups, even though, attempts have been and continue to be made to involve a broad range of stakeholders including civil society groups, political parties in the policy formulation process is inadequate (NDPC, 2010). The absence of a legislative instrument for enforcement of compliance with Act 480; lack of clarity in the roles and responsibilities and functional relationships between the key players and stakeholders resulting sometimes in overlaps and or conflicts; treatment of planning and budgeting as separate activities undertaken by different institutions resulting in a weak linkage between national plans and national budgets continue to affect the effectiveness of planning in the country (NDPC, 2010).

Even though, evaluation has always been central to development planning in Ghana, limited attention was paid to the issue of evaluation until the advent of poverty reduction strategy papers (NDPC, 2010). Along with the poverty reduction strategy papers is the requirement that Annual progress reports (APRs) should be prepared. These APRs are prepared every three years. In line with the preparation of the APRs, the NDPC developed a framework (GhanaInfo) for evaluation of poverty reduction in the country. This framework is a comprehensive national socio-economic database made up of suitable indicators adopted for planning and policy formulation. This framework was launched by NDPC and Ghana Statistical Service (GSS) in July 2005 (IMF, 2009). The objective of the comprehensive monitoring and evaluation (M&E) framework is to serve as basis for capturing data and information for informing national development planning; supporting sector policy and programme design; informing the budget allocation process; enhancing transparency and accountability; encouraging continuous improvement in public policy management; as well as policy dialogue within Government and with civil society organisations (CSOs) and development partners (NDPC, 2010).

The National approach to evaluation is anchored on a participatory monitoring. Integral to this approach is ensuring high awareness and participation by citizenry in the evaluation process. Citizenry service providers' interfaces as part of the participatory process is to ensure that citizens provide feedback to service providers in order to improve upon service delivery. Use of evaluation for the preparation of new phases of programmes as well as future programming generally is also integral to the evaluation strategy.

As a way of anchoring evaluation as an agenda for national development, guidelines for district evaluation plans have been developed and issued by the NDPC in 2006 to assist the District Assemblies to develop their own district evaluation plans. The following have been outlined as objectives of the district evaluation guidelines: to organise and coordinate district level evaluation within the national evaluation system; to facilitate results based programming and management; to monitor the sustainability of benefits and outcomes of development programmes; to promote and ensure both downward and upward accountability for use of resources; and to promote lesson learning and sharing among MMDAs (IMF, 2009).

The interest and adoption of a decentralized evaluation system is informed by the recognition that a decentralized evaluation system provides district authorities, the government, development partners and the general public with a better means for learning from past experience, improving service delivery, planning and allocating resources, and demonstrating results as part of accountability to key stakeholders (Jackson, 2004).

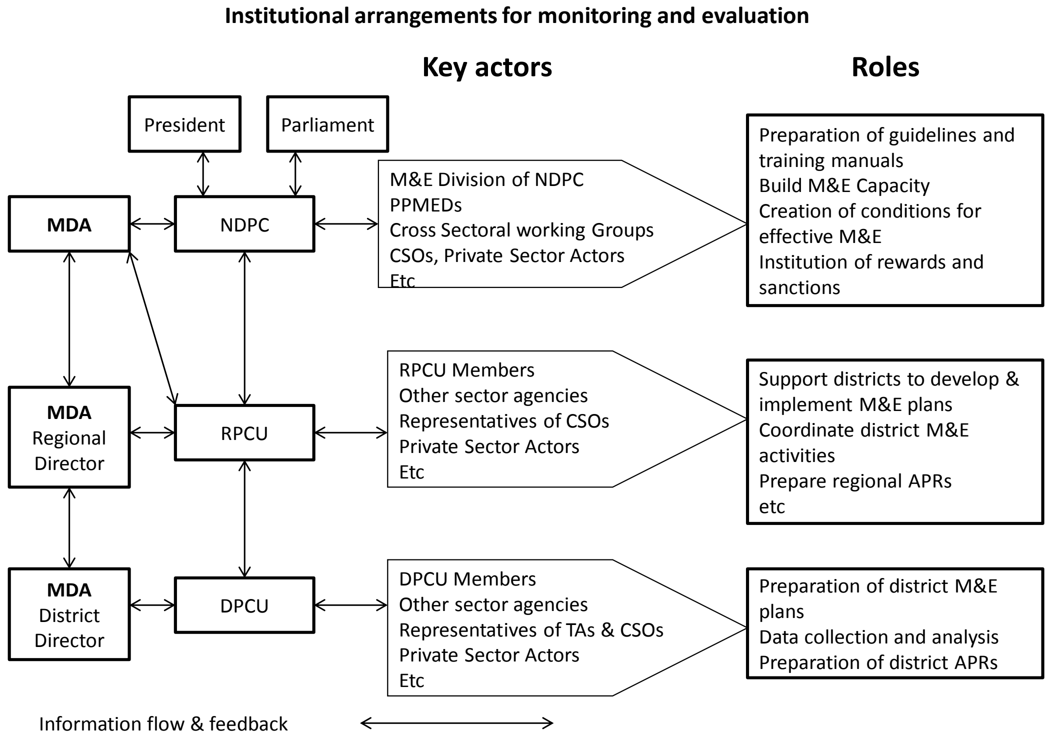
Key aspects of the decentralized M&E system include: definition of 20 core indicators and provision for district specific indicators; utilization of PlanInfo to support NDPC's evaluation process. PlanInfo has the ability to create and maintain district profiles; establishment of Regional Poverty Monitoring Groups (RPMGs) to coordinate the monitoring and evaluation process. RPMGs have the responsibility of collating data from the districts, supporting capacity building on monitoring and evaluation, review of evaluation data in order to verify inconsistencies, ensure adherence to gender based analysis, and holding of bi-annual workshop involving all MMDAs for cross district

GPRS review and policy recommendations among others. The process also includes the establishment of District Poverty Monitoring Groups (DPMGs). The DPMGs collect and reviews data on poverty indicators, as well as conferring with the RPMGs to agree on goals, indicators and targets. They are also responsible for the monitoring and evaluation of the progress of projects and programmes in the districts, and to use the outcome of evaluation as a key input into the policy development process (IMF, 2009; Dery, 2004).

Proposals have been made to extend the evaluation efforts especially the citizens' engagement with service providers/dissemination workshops to the towns and villages. Similarly, the need for monitoring and evaluation information to be captured in formats that allow for easy digestion and use by the citizenry have been recognised. Efforts at improving evaluation capacity have included; training of the staff of key departments as the policy planning monitoring and evaluation departments, extension of the GhanaInfo to the regions, and workshops on general data collection and statistical literacy. Figure 1.2 shows the institutional arrangements for monitoring and evaluation of development in the country.

NDPC is the institution with the legal mandate to coordinate the decentralized M&E system while the GSS is responsible for the production of statistics. The National Development Planning Systems Act, 1994, Act 480 defines clearly the roles and responsibilities of NDPC, policy planning monitoring and evaluation divisions (PPMEDs), RPCUs and DPCUs.

Figure 1.2: Institutional Arrangements for M&E in Ghana



Source: NDPC (2010)

Progress so far made since the profiling of monitoring and evaluation in 2003 include: increase in the percentage of indicators reported on from 62% in 2005 to 70% in 2006 and 87% in 2007; all MMDAs prepare their own M&E plans while about 65% of district assemblies now prepare Annual Progress Reports (APRs) on the implementation of their District Medium-Term Development Plans based on their M&E Plans; conduct and production of poverty and social impact analysis reports as well as citizens' assessment reports covering decentralisation, modernised agriculture, vulnerability and exclusion. Similarly, GSS continuous to generate relevant data for national level monitoring including the monthly Consumer Price Index, Producer Price Index as well as Ghana Living Standards Survey and Core Welfare Indicators Questionnaire survey reports. The GSS also launched its Corporate Plan and the Ghana Statistical Development

Plan aimed at improving the national statistical system over a five year period (2009 - 2013), and aligning the development of the country's statistical system with the reporting requirements of national development programmes.

Key challenges confronting evaluation in the country include: the differences in reporting cycles by ministries, departments and agencies (MDAs), and MMDAs; the inadequacy of updated data in general and the unavailability of established baselines and targets, uncoordinated nature of data collection with different formats for the different donor-assisted development programmes at the district level, and the generally limited use of data for sub-national level planning. There is also a weak demand for M&E at the district level (IMF, 2009).

The District Capacity Building Project (DISCAP) is one of the projects that have been at the forefront of evaluation especially in the three Northern Regions of Ghana. DISCAP has been working with RPCUs in the three Northern Regions to develop a decentralized evaluation system that is based on the NDPC guidelines. DISCAP's efforts which were anchored on the NDPC guidelines for decentralized monitoring and evaluation involves engaging MMDAs, MDAs, and communities to explore the impact of poverty reduction programmes, thus making the three Northern Regions a fertile area for exploring evaluation use at the sub-national level in Ghana.

1.4 Problem Statement

Process use emerged strongly as one of the ways of using programme evaluation to facilitate development effectiveness and poverty reduction. Process use is explored in Northern Ghana as a way of contributing to the development of a zone which is synonymous to poverty. Patton (1997, 1998, and 2008) revealed that, the actual process of preparing for and being involved in an evaluation can be very helpful in many ways to the participants, programmes and their organisations. These various helpful ways have been appropriately labelled by Patton (1997), as process use. Following Patton's (1997) work, Forss *et al.* (2002) explored further process use using two specific case studies; the Nordic Development Fund and Swedish Museums. They interviewed staff about the benefits and problems concerned with their involvement in the evaluation to find out whether this was a worthwhile activity, or whether the evaluation would be equally effective if out-sourced. A careful analysis was carried out to ascertain what the staff members actually learned from the evaluation, and what benefits resulted from their involvement. There was a deliberate attempt to verify whether the patterns of process use suggested by Patton (1997) were present or not. They concluded that in addition to the generally accepted notion that evaluation, through feedback processes, adds knowledge to organizational/programme development after the evaluation, there is in fact much that is useful that takes place during the evaluation process, and that process use make up an equally important aspect of evaluation utility as the use of findings and recommendations. Hence, they found it imperative for more work to be undertaken on process use in order to know more about it and to verify its occurrence.

Recently, Amo and Cousins (2007) examined the operationalisation of process use in the evaluation use literature as basis for setting the agenda for research into process use. They reviewed 18 empirical research studies published in journals. They identified three broad types of process use from the review of the 18 studies; learning, changes in attitude, and others (including social justice, opportunity, and networking). They also found out that the occurrence of process use was mainly through observation by evaluators and self reported statements of stakeholders captured by evaluators. These were found to be adequate in documenting the occurrence of process use but not enough to quantify the occurrence of process use by type, depth, range and amount or of its non occurrence. They therefore called for further research on process use to entrench it within the evaluation use literature.

Harnar and Preskill (2007) pursuing the same objective as Amo and Cousins (2007) undertook a study to find out what evaluators knew about and define as process use. They found out from their question that sought multiple responses that, a large proportion of respondents (39%) view process use as related to stakeholder involvement in the evaluation process. Fifty-seven percent perceive process use as what happens during the evaluation process while 34% view process use as an outcome of evaluation process manifested in changes in perspective about their programmes, changes in attitudes towards evaluation, or stakeholders making programmatic improvements. While they acknowledged that changes in individuals, groups and organisations occur as a result of their participation in the evaluation, they conceded that it was not often clear what variables led to the changes in stakeholders' behaviour and thinking as a result of their engagement in the evaluation. Besides, it was also not often clear, what level of depth, scope and breadth of stakeholder involvement was required to bring about the changes in the behaviour of people and their organisations.

This study is designed and implemented taking into consideration the various gaps the earlier studies on process use have identified in the process use literature which were: limited contribution to the subject matter from a southern perspective, limited exploration of the perspective of the demand side (programme implementers), and limited knowledge on the form of stakeholder participation required to facilitate the occurrence of process use. The study captures programme implementers' experiences of process use across three evaluations in Northern Ghana in order to compliment the literature which has mainly reflected the views of evaluators and mainly a northern perspective.

Apart from contributing to filling the knowledge gap in the global literature, the study will particularly contribute to knowledge on evaluation in Ghana. Since the advent of the 1992 constitution, Ghana has been implementing a decentralised planning system. Over twenty years down the lane, it is still observed that demand for evaluation and use of evaluation at the local level is still low, even though, different forms of uncoordinated monitoring and evaluation systems go on at this level. Besides little systematic efforts have gone into looking at what evaluation processes are used in Ghana and what evaluation brings to programmes, organisations and the programme beneficiaries at large. The case of Northern Ghana is even more urgent because, there is the need to know what is being done right and wrong in terms of evaluation so that evaluation can contribute significantly to alleviating poverty in the area, which has so far proved insurmountable.

Thus the problem this study investigated is that, in spite of the fact that the programme approach remains a major path for development in Ghana and Northern

Ghana in particular, and that most programmes undertake evaluation, little research has been done on evaluation processes and evaluation use in Northern Ghana. Process use in particular which is the substantive issue investigated in the study has not been subjected to much empirical examination especially from a Ghanaian perspective and from the perspective of programme implementers. The study seeks to bring to the fore the actual behaviour of decision-makers, their abilities and willingness to use evaluation, which have largely been neglected in the utilization of evaluation research (Hyyrylainen & Viinamaki, 2008).

1.5 Research Questions and Objectives

This section presents the research questions and objectives addressed by the study. A Research Question is a statement that identifies the phenomenon to be studied (Kishore, Vasundhra & Anand, 2011). A research question must be anchored in the current knowledge base; must be easy to formulate clear operational definitions of the variables involved, and clear hypotheses about the relationships between the variables; and it must elicit sufficient information to enable it contribute to theory and practice.

1.5.1 Research Questions

The study addressed the following research questions from the perspective of programme implementers of development programmes:

- What programme evaluation processes are used in development programmes?
- What are the various ways in which programme evaluation is used?
- What different types of process use emerge when programme implementers reflect on their participation in evaluation of development programmes?

- What factors affect the occurrence of process use in the evaluation of programmes?
- What stakeholder involvement is required to realize process use in the evaluation of programmes?

1.5.2 Research Objectives

This study is about the use of evaluation. Evaluation has been widely used as a mechanism or a tool for assessing the effectiveness of development programmes and learning from the implementation of programmes. However and even with the emergence of adaptive planning, not much reflection and attention has been given to the use of evaluation in terms of evaluation's contribution to programme improvement and organisational as well as individual learning, especially from a Ghanaian context. The purpose of this study is to examine the various ways in which evaluation is used and the factors affecting the use of evaluation from the perspective of programme/project implementers in a developing country context, with special reference to Northern Ghana. The study seeks to achieve the following specific objectives:

- To document the evaluation processes used in development programmes and analyse their implications for the use of evaluation.
- To examine the various uses to which programme evaluation is put.
- To identify the different types of process use that stakeholders experience in evaluation.
- To identify the factors that influence process use occurrence
- To determine the nature of stakeholder involvement required to realize process use occurrence in evaluation.

- To identify ways of using process use as a medium for enhancing the effectiveness of evaluation in development programmes.

1.6 Research Approach and Methodology

Research methodology is defined as the systematic way of solving a research problem. Inherent in research methodology are the various steps that are generally adopted by a researcher in studying his research problem along with the logic behind them. In this study, a mixed method approach was used. This approach included an institutional survey, Q Methodology and in-depth interviews. Q Methodology was the main methodology used to explore the substantive issue of the research. Q Methodology is a mixed methodological approach that combines the strengths of quantitative and qualitative research methodologies in order to allow for the subjective realities of participants involved in a study to be revealed (Amin, 2000; Ward, 2009). At the point of data collection, qualitative methodologies are used while quantitative approaches are used to do the analysis.

The institutional survey was carried out to determine the evaluation processes and the various ways in which evaluation was used in development programmes. Besides providing information for addressing the first two research questions, the information from the survey formed the basis for the selection of the three programmes in which Q Methodology was used to address the three research questions on process use of evaluation. In-depth interviews were conducted with programme managers in order to provide insight to the analytical results generated from the survey and Q Methodology. Details on how these methods were used are provided in Chapter Three of the thesis.

1.7 Justification for the Study

The justification for the study lies in the fact that evaluation research in Africa is generally low, even though, a significant proportion of programme evaluation is conducted in Africa. Evaluation research is of essence if evaluation is to be able to support development programmes to impact positively on the lives of programme beneficiaries. In this regard, this study is seen as setting the pace for such an effort in a context that is confronted with endemic poverty.

The focus on programme implementers (demand side of evaluation) as subjects of the study is expected to bring a new perspective to the discussion on process which has largely reflected the perspectives of evaluators (supply side of evaluation). By bringing the perspective of the demand side to bear on process use, it will allow for the fitting of evaluation findings into the users' existing construction of reality while the expertise that they bring will culminate in the conduct of evaluation in ways that it is used. The focus on programme implementers is also expected to bring credibility and triangulation into the process use discussion. The study will also augment the scant literature on factors affecting process use especially the forms of stakeholder participation required to facilitate process use. This will help in the design of evaluation that will be used and contribute to individual as well as organisational learning and programme enhancement.

The study also brings the empirical dimension to the process use literature which has generally been scant or remained at the conceptual level. The findings of the study will thus provide empirical basis for substantiating process use or otherwise.

1.8 Output of the Study

The output of this study is a set of proposals that will enhance the conduct of evaluation in development programmes in ways that enables it to contribute to learning, programme strengthening and ultimately poverty reduction. Specifically, the study addressed the following issues; getting stakeholders to participate and own evaluation; organisational arrangements required for mainstreaming learning; and evaluation methods, skills, and competencies required for designing and conducting an effective evaluation.

1.9 Organization of the Report

The report has been organized into five chapters. Chapter One consists of the introduction and background to the research while Chapter Two covers the theoretical and conceptual framework for the study. Chapter Three outlines the research methodology while Chapter Four presents and discusses the output of the analysis. Chapter Five contains the summary of findings, conclusion and recommendations of the study.

CHAPTER TWO: THEORETICAL AND CONCEPTUAL FRAMEWORK

2.0 Introduction

Theory and practice have been acknowledged to be intricately related. In the view of Gaffney and Anderson (1991) as cited in Savery and Duffy (2001), there's nothing as practical as good theory just as there is nothing theoretically interesting as good practice. Consequently, in this chapter, an attempt is made to present process use within its theoretical context. The theory that guides the learning process in evaluation and the guiding principles for the occurrence of learning are discussed. This is followed by a description of the key concepts inherent in the study as basis for the development of a conceptual framework to guide the conduct of the study.

2.1 Theoretical Framework for Evaluation

The theoretical framework is the structure that supports a research study. It describes the theory which explains why the research problem under study exists. A theoretical framework may consist of concepts, together with their definitions, and existing theory or theories that guide or regulate the topic under investigation. The theoretical framework specifies the general relationship between variables in a certain phenomena while the conceptual framework specifies the relationship between specific variables in a given study.

Evaluation cuts across many disciplines. Thus its theoretical framework could be traced to several theories. In planning, evaluation is an integral part of the planning process and therefore has roots in procedural planning theories as incrementalism and advocacy. It is also linked to the new public management reforms where greater need is placed on evidenced based decision making and on transparency and accountability for the use of public resources. Realist and theories of change have also guided the conduct of evaluation in the development process.

Incrementalist Planning Theory

Increamentalism emerged in the 1960 as a procedural planning theory by Lindblom (1959) as a criticism of rational comprehensive planning theory. Lindblom's (1959) argument is that political leaders cannot agree on goals in advance as the rational model requires. To Lindblom (1959), they have a preference for policies and goals at the same time. The rational comprehensive theory's preoccupation with the comparison of all possible alternatives and their comprehensive assessment in the view of Lidblom (1959) is not practicable.

Lindblom (1959) proposed incrementalism which involves the simultaneous selection of goals and policies, concern for alternatives only marginally different from the existing situation, and limited comparisons among alternatives before making a choice. Incremetalism also has preference for results of social experimentation over theory as the basis of analysis. Increamentalism suggests that planning should proceed from limited knowledge of a phenomenon while making room for needed amendments to be made in the process as and when necessary to ensure that the goals of planning are achieved. The space provided in incrementalism for adjustment to decision making lends itself strongly to evaluation.

Advocacy Planning Theory

Evaluation theory is also anchored in advocacy planning theory which has its roots in Davidoff's (1965) article, advocacy and pluralism in planning. Davidoff (1965) called for the physical location of advocate planners in poor neighbourhoods in order to represent the interests of neighbourhood residents in city-level planning processes. Along the principles of the legal profession, Davidoff (1965) thought neighbourhoods would arrange their own advocates or the city government would appoint advocates to represent the neighbourhood. Public interest is a main strength or area of concern to advocacy planning (Hudson, 1979). The planner is viewed as someone who collects and processes information for the purposes informing policy makers of the effect of policies on especially the poor and making a strong case for policies that support the poor and underprivileged in society. Thus the planner is viewed as someone who monitors and evaluates policies as basis for informing policy.

New Performance Management Model

Evaluation is also associated with the New Performance Management Model which has accountability as a cardinal objective. According to Day and Klein (1987), accountability involves both the political justification of decisions and actions, and managerial answerability for implementation of agreed tasks according to agreed criteria of performance. Political accountability is concerned about those with authority being directly or indirectly answerable for their actions to the citizens. On the other hand, managerial accountability is focused on making those with delegated authority responsible for carrying out agreed tasks according to agreed criteria of performance. The interest in accountability within public sector reform is a desire to make public sector staff more accountable for their decisions and actions. Evaluation as well as other instruments such as Citizens Charters has emerged as ways of assuring accountability within the framework of the new performance management model (Economic Commission on Africa, 2003).

Increased transparency and explicit performance targets in the view of Economic Commission on Africa (2003) are further steps towards better democratic control and accountability of the bureaucracy. It is a means of getting results from individuals, teams and the organizations at large, and allows for the development of indicators against which performance can be measured.

Theories of Change

Evaluation involves assessing programme theory. Programme theory assessment is in two parts; assessment of level of articulation of programme objectives to warrant the specified effects as one aspect and programme process; the extent of implementation of the programme to have a reasonable chance of producing the intended effects as the other aspect (Roosi *et al.,* 2004).

Theories of change (Connell et al., 1995), is one of the theories for assessing programme theory. The underpinning principle in theories of change is that programmes are iterative sequences of theories, that is, if action ‘A’ is undertaken, it is expected to achieve a certain quantity of output ‘B’, and when ‘B’ is in place we will be in a position to attempt ‘C’, which will then enable the next output ‘D’, and so on to be achieved. Evaluation consists of setting a microscope to each stage and making observations to see if the theories conform to actuality.

Realist Theory

Realist theory has been articulated by Pawson and Tilley (1997). The central principle in realist theory is that interventions work when the resources such as material, cognitive, social or emotional reach an agreement with programme subjects. This pathway from resource to reasoning is referred to as the programme 'mechanism'. Realist evaluation research is thus primarily about detecting and inspecting vital programme mechanisms.

2.2 Theoretical Framework for Process Use

Evaluation tries to discover whether programmes work and what can be done to enhance their performance. Learning is thus intrinsic to evaluation and provides the theoretical framework inherent in the learning that occurs in programme evaluation (Amo & Cousins, 2007; Harner & Preskill, 2007; Smits & Champagne, 2008).

According to van der Knaap (2004), learning in evaluation refers to the processes of knowledge generation that result in an enhanced understanding. To him, the learning inherent in an evaluation is based on the principle that, there can always be improvement. From the perspective of van der Knaap (2004), evaluation as learning activity is viewed as a mechanism that supports programmes to perform to their optimum.

One of the ways in which evaluation supports programmes to perform that has engaged the attention of researchers as well as practitioners and policy makers, is process use. Process use argues that the evaluation process provides a platform for the exchange of information and sharing of experiences which benefits the implementation of the ongoing programme as well as improvement in the entire organisational capacity (Amo & Cousins, 2007; Forss *et al.*, 2002; Harnar & Preskill, 2007; Patton, 2008). Baptist (2010), Lempert (2010) and Amo and Cousins (2007) all root this type of learning (process use) in constructivist learning theory. Consequently, constructivist-learning theory has been the main theory that has served as the theoretical basis for the discussions on process use of evaluation in this study. It should however be noted that constructivism is not the only theory that guides social learning. Other learning theories as behaviourism which views knowledge as a repertoire of behavioural responses to environmental stimuli; cognitivism, humanism and design-based exist.

Constructivists perceive learning as a social process in which learners generate knowledge and meaning through the interaction that takes place between their experiences and ideas, and knowledge that they come into contact with (Bandura, 1986, cited in Amo & Cousins, 2007; Resnick, 1989, cited in Richardson, 2003). To constructivists, there is nothing as knowledge independent of the knower. They perceive knowledge as something that is constructed in the process of learning. Similarly, learning is not conceived as the accumulation of facts or understanding the "true" nature of things or remembering perfect ideas; but a personal and social construction of meaning out of a bewildering array of sensations which have no order or structure besides the explanations that are formulated for them (Hein, 1991, cited in Richardson, 2003). Constructivists follow a pedagogy that provides learners with the opportunity to interact with sensory data and construct their own world.

Phillips (2000) and Richardson (2003) identified two main forms of constructivism: social constructivism and psychological constructivism. Social constructivism postulates that the understanding and knowledge a person or group have of their world is related to their status in terms of power, economy, political as well as other social factors. Psychological constructivism on the other hand, advance that individuals generate understanding or knowledge around a phenomenon. The meaning generated around the phenomena is idiosyncratic depending upon the individual's background knowledge. The development of meaning could also take place in a group when they have the opportunity to share their meanings. If they reach consensus on a certain understanding relating to a phenomena, it becomes formal knowledge to them (Richardson, 2003).

This study is aligned with the psychological constructivism of the constructivist learning theory. The linkage between process use and psychological constructivism is that, process use is based upon constructivist principles of learning in which people as individuals and as a group construct knowledge around a phenomenon (evaluation). Process use views evaluation as a learning process in which as groups of people come together to undertake an evaluation, they individually and socially learn from the evaluation process.

Constructivist learning theory has a long history and is generally attributed to Jean Piaget who articulated mechanisms by which knowledge is internalized by learners (Phillips, 2000; Richardson, 2003). He suggested that through the processes of accommodation and assimilation, individuals construct new knowledge from their experiences (Richardson, 2003 and Phillips, 2000). When individuals assimilate, they incorporate the new experience into an already existing framework without changing it. Assimilation occurs when the individuals' experiences are aligned with his/her internal representations of the world. It may also occur because of a failure to change a faulty understanding. In situations when individuals' experiences contradict their internal representations, assimilation occurs when they change their perceptions of the experiences to fit their internal representations.

Accommodation on the other hand, is the process of reframing one's mental representation of the external world to fit new experiences. Accommodation is depicted as a mechanism by which failure leads to learning. Constructivist learning theory is based on certain key principles which inform how learning can be facilitated (Hein, 1991, cited in Richardson, 2003). In the first place, learning is conceived as an active process in which the learner uses sensory input and constructs meaning out of it. That is, learning is not the passive acceptance of knowledge which mysteriously exists somewhere but something that occurs as a consequence of the learners engaging with the world. Thus for effective learning to occur, opportunities must be presented to the learners to participate in the process.

The second principle in constructivist learning is that, people learn to learn as they learn. In other words, learning consists both of constructing meaning and constructing systems of meaning. This principle is illustrated clearly in chronological studies in which as one learns the chronology of dates of a series of historical events, he/she simultaneously learns the meaning of a chronology. Similarly, the process of learning about the achievement of a programme results also involves learning how to find out the achievement of projects.

In constructivist learning, the crucial action of constructing meaning happens in the mind. Consequently, opportunities are offered for learners to question their beliefs, assumptions, knowledge, attitudes among others on a phenomenon. Activities which engage the mind as well as the hands (reflective activity) should be provided. Important to constructivist learning is the acknowledgement that learning is a social activity. Consequently, constructivists use conversation, interaction with others, and the application of knowledge as an integral aspect of learning. According to Billett (2004) and Kalliola, Nakari & Pesonen (2006), when learning is perceived as a social activity, it aids the development of an interactive learning environment that provides a common perspective for all the stakeholders involved in the learning process.

Learning is contextual in that learning occurs in relation to what is already known by the learner as well as the learner's believes, prejudices and fears. Another principle is that, one needs knowledge to learn. This means that for meaningful learning to take effect, learners must have some previous knowledge. It takes time to learn: learning is not instantaneous and therefore needs ample time to allow for reflection, analysis and feedback. Motivation is a key component in learning. It includes an understanding of ways in which the knowledge can be used. These various principles/elements of constructivist-learning have formed the basis for the conceptual framework and for that matter the research design and methodology for the study especially during the various stages of the Q Sampling process as well as in the discussion of the results of the study.

2.3 Description of Concepts

2.3.1 Development Programme

A development programme has been defined more generically as "a set of resources and activities directed toward one or more common goals.' (Newcomer, Hatry & Wholey, 1994, p 3) Development programmes involve people, resources, management, and environmental forces (Fitzpatrick, Sanders & Worthen, 2004; Gibelman, 2003). In much of the poor world, development programmes are main channels for delivering interventions towards addressing poverty; and are usually implemented by designated programme personnel who are involved in direct interactions with persons receiving the service within a particular locality (Pawlak & Vinter, 2004). Development programmes usually address a development problem; has targeted goals and objectives that it wants to achieve; has designated resources including personnel; and represents a significant proportion of the total activity of the organization implementing it (Martin & Kettner, 1996).

In the context of this study, a development programme is defined to include any social and or economic designed intervention with the objective of increasing and or improving accessibility to essential services and or reducing poverty. These programmes are essential to the sustenance of wellbeing of people living in poor countries. However, there is even more need to find out exactly what development programmes work, how they work and under what contexts/environments they work.

In the search for ways of improving the effectiveness of development programmes, evaluation has been identified and profiled as a way of increasing the effectiveness of development programmes. However, how evaluation does this especially from the perspective of development programmes in Ghana has not been fully explored. This study explores the evaluation processes in development programmes in order to draw lessons for the conduct of evaluation in ways that enhances the effectiveness of development programmes.

2.3.2 Development effectiveness

Concern for development effectiveness is manifested by the increasing concern for organizations involved in the financing, design, and implementation of development programmes to improve their performance, in terms of not only the outcomes of the programmes, but also of the quality of the processes of programme design, financing and implementation management as well as their institutional capacity (Engel, Carlsson & Zee, 2003).

Development effectiveness has simply been defined by Quibria (2004) as the effectiveness of aid/development programmes in fostering development. Development effectiveness is about the 'how' of development that is; it is about the factors and processes that contribute to the achievement of the goals of development programmes or aid. The DAC working party on aid evaluation is cited by Quibria (2004) as defining development effectiveness as "the extent to which the development intervention's objectives were achieved or are expected to be achieved, taking into account their relative importance."

Development effectiveness as a concept has evolved with the concept of development. As noted by World Bank (2002), the goal of development in the developing world was to increase the rate of growth of the national economies of these countries. Development effectiveness was consequently measured in terms of the level of increase in per capita income or growth rate of the national economy. However, it was soon realized that economic growth measured in terms of per capita income, rate of growth of national economy, level of urbanization, and level of industrialization came along with them different problems – widening gap in inequality, rise of social problems, and emergence of new diseases among others (Conyers &Hills, 1984). Consequently, in the mid 70s the concept of development was redefined with emphasis being placed on human beings as the centre of development as against the earlier development paradigm which was believed to focus on things rather than man. Development effectiveness was measured in terms of how the basic needs of man – shelter, health, food and clothing have been met.

In the advent of the MDGs, development effectiveness has been defined by United Nations Development Programme (2003) cited in Quibria (2004) as follows: “Development effectiveness refers to a fundamental question about how to reach the (MDG) Goals. It is about the factors and conditions that help improve people’s lives.”

The 2005 Paris Declaration and the 2010 Accra agenda also profiled the issue of development effectiveness. The Paris Declaration is for instance seen as a forthright and challenging approach to overcoming some of the structural problems confronting the attainment of development effectiveness in development programmes. Five core elements or principles of the Paris Agenda convey this message; alignment- adapting development programmes to national strategies and planning processes as well as budgets and institutional frameworks; harmonization - harmonization of procedures in planning, implementation, disbursement mechanisms and evaluation in development cooperation; donor coordination - increase in donor coordination in order to avoid parallel or even contradictory programme structures; decentralization – call on donor agencies to shift an increasing share of decision-making processes from headquarters to their local agencies in recipient countries; and MDG orientation – call on donor agencies to prioritize the MDGs as against the policy of structural adjustment programmes.

2.3.3 Evaluation Inquiry

Evaluation inquiry is perceived here as encompassing the purpose and type of the evaluation, the level of stakeholder involvement, and the methods employed in the evaluation among others (Cousins & Whitmore, 1998, cited in Cousins *et al.*, 2004). In this section, the concept of evaluation is first examined and defined before exploring into the range of issues that constitute an evaluative inquiry. Evaluation has been variously defined. The Development Assistance Committee Working Party on Aid Evaluation describes evaluation as follows:

> "An evaluation is an assessment, as systematic and objective as possible, of an on-going or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfilment of objectives, developmental efficiency, effectiveness, impact and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of both recipients and donors.'' (Organisation for Economic Cooperation and Development, 1991, p 5)

Alaimo (2008) outlined various definitions of evaluation put forward by some authorities in the evaluation field. Chen (2005, p 3) was quoted as defining evaluation as 'the application of approaches, techniques, and knowledge to systematically assess and improve the planning, implementation, and effectiveness of programmes.' Patton (1997, p 23), the author of utilisation focused evaluation in which process use was first coined, was referred to as defining evaluation as 'the systematic collection of information about the activities, characteristics, and outcomes of programmes for use by specific people to reduce uncertainties, improve effectiveness, and make decisions with regard to what those programmes are doing and affecting.' Another definition quoted by Alaimo (2008) which brings out some essential elements of evaluation is Mattesich (2003), who defined evaluation as;

> "...a systematic process for an organization to obtain information on its activities, its impacts, and the effectiveness of its work, so that it can improve its activities and describe its accomplishments." (Mattesich, 2002, p 3)

Significant attributes of evaluation emerging from the different definitions as noted by Alaimo (2008) include the recognition that evaluation is a systematic process for collecting information about the programme; it involves assessment - judging the worth or value of the programme; and the ultimate purpose of programme evaluation is to gather and use information to improve upon the programme.

Following from the various definitions elucidated, this study defines evaluation to be any conscious orderly process of finding out the level of performance of development programmes, the factors responsible for their performance and the processes involved in generating and feeding the lessons into the programme development process with the view to enhancing the overall performance of the programme and improvement in the design and management of future programmes. Key in this definition is the emphasis placed on the feedback systems which are viewed as being essential to the use of evaluation.

Purpose of Programme Evaluation

A key component of evaluation enquiry is evaluation purpose. According to Chelimsky (1997) and Patton (2008), the purpose of an evaluation determines the use that it will be put into. Evaluation is not conducted for any one purpose (Patton, 2008; Powell, 2006; Chelimsky, 1997). According to Chelimsky (1997), evaluation purposes are classified into three namely: evaluation for accountability, evaluation for programme improvement and evaluation for knowledge generation.

Evaluation for accountability involves passing judgments on the merit and worth of programmes. Merit is defined as the intrinsic value of a programme, that is, how the programme is meeting the needs of the intended beneficiaries. Worth refers to the extrinsic value of the programme, that is, those outside of the programme intended beneficiaries (Patton, 2008). Accountability oriented evaluation mostly makes use of summative evaluation which are aimed at deciding if a programme should be continued or discontinued or expanded and comparative ratings or rankings of programmes (Fitzpatrick *et al.*, 2004, cited in Patton, 2008). Accountability evaluators are often faced with cause-and-effect questions. They require methods that are able to link findings to interventions as closely and conclusively as possible. They are often requested by funders of programmes and are conducted after the completion of the programme, for ongoing programmes after stabilization and for the benefit of an external audience (Scriven, 1991b, cited in Patton, 2008). Evaluation for accountability purposes serve to provide an account of how things are going but not enough information to inform decisions or solve problems (Patton, 2008).

Improvement oriented formative evaluation focuses on programme improvement. It is aimed at making things better and less on rendering summative judgment (Paton, 2008; Rossi *et al.*, 2004). Formative evaluation is undertaken during the start-up or pilot phase of a project or programme where feedback is required to enhance programme implementation. According to Chelimsky (2007), formative evaluation is used both prospectively and retrospectively to do a number of things:

- to set a research agenda for an agency;
- to improve the design of new programmes;
- to develop the indicators and performance targets needed to improve organizational effectiveness and responsiveness;
- to determine what data systems are required for understanding what is happening in a programme;
- to examine successes and failures of cooperation in a collaborative programme involving independent agencies;
- to find out how programme beneficiaries feel about its services;
- to check on whether spending is going according to plan and so on.

Evaluation for knowledge occurs when the essence of the evaluation is to gain a deeper understanding in some specific area or policy field. This type of evaluation is usually undertaken by researchers working independently in universities or evaluators working in scientific institutions. Patton (2008) introduced developmental evaluation into the evaluation purpose literature. Distinguishing developmental evaluation from improvement oriented formative evaluation, Patton (2008) said that formative evaluation focuses on making an intervention to work better while developmental evaluation involves changing the intervention, adapting it to changed circumstances and altering tactics based on emergent conditions.

There is also an increasing recognition of the purpose of evaluation to build the capacity of organisations (evaluation capacity building) to undertake their own evaluation and to make maximum benefit from evaluation (King, 2007; Patton, 2008). Process use is viewed in this study as a vehicle for evaluation capacity building of organisations.

Types of Programme Evaluation

There are many different ways of categorizing programme evaluation. There is the outcome verses process evaluation; prominent among them is the formative and summative divide. Formative evaluation is usually undertaken earlier on in the life of a project to gain a better understanding of what is being achieved and to identify how the programme or project can be improved while summative evaluation is carried out well into implementation or ex post to assess effectiveness, and to determine results and overall value (Russ-Fit & Preskill, 2001).

Evaluation can also be identified by its focus. Under this classification we have thematic evaluation (e.g. gender equality, basic human needs, capacity building); programme/project evaluation, or institutional evaluation that assess multilateral organizations or international and local nongovernmental organisations (Canadian International Development Agency, 2004). Evaluation is also categorized in terms of the point–in–time and/or stage in the life cycle of the initiative being evaluated. Ex ante, mid-term, end of phase, project completion and impact assessment fall under this category. Ex ante evaluation is conducted prior to project implementation usually to determine; the relevance and effectiveness of the programme, the scope and content of programme and to learn from previous interventions and initiatives.

Mid-term reviews are conducted for programmes whose lifespan is over three years. The essence is usually, to examine the relevance, progress and attainability of goals as well as the internal and external factors affecting the programme. Besides, the results from the mid-term review provide sound basis for revising the programme plan and the programme management system, and decision-making on the termination or continuation of programmes. End–of–phase evaluation is undertaken at the completion of a phase during multi–phase initiatives, providing information for consideration in the implementation of subsequent phases.

Terminal evaluation also known as programme completion evaluation is conducted about six months prior to programme termination. The purpose is to examine the attainability of programme outcomes, efficiency and sustainability, so that a programme plan can be drawn for the remaining period with the recipient's organisation and decide the prospects of terminating the programme and/or necessary follow-ups in the future. This type of evaluation is restricted to reporting on developmental outputs and early indications of outcomes – but may not be conclusive in providing a true indication of what was achieved in the medium to longer term.

Ex-post Evaluation is conducted in order to evaluate terminated programmes comprehensively to find out about the effectiveness, sustainability and impact of programmes. Since prominence is given to accountability in this type of evaluation, external evaluators are used to conduct these evaluations. The lessons learned and recommendations gathered from this evaluation are applied towards improving the target programme, as well as to the planning and implementation of similar programmes in the future. Ex-post evaluation is usually conducted four years after programme completion.

Evaluation could also be classified in terms of its size and could range from large-scale, long-term, international comparative designs to small-scale, short evaluations of a single component in a local agency (Patton, 2008). Other contrasts in evaluation include whether the evaluation was done internally (internal evaluation) or through the use of external consultants (external evaluation). Evaluation could also vary in terms of its design. We could have experimental design evaluation verses case study evaluation. These various types of evaluation have implications for the use of evaluation. These have therefore been explored to find out how each of them affects evaluation use and therefore process use.

Evaluation Methodology

Evaluation methodology or design as a key component of evaluation inquiry is very essential to the use of evaluation and the occurrence of process use as it sets out the strategy to be used for determining what results are attributable to the programme and what is learned from the evaluation. According to Newcommer *et al.* (2010), the strength and credibility of findings, conclusions and recommendations are founded on the evaluation design. Evaluation methodology or design refers to the logical model for assessing the programme. It encompasses a comprehensive process for collecting data, a definition of a framework for analysing data and for identifying results attributable to the programme, and processes involved in mainstreaming lessons into the current programme or in the planning and implementation of future programmes.

Inherent in evaluation design are issues related to validity and reliability of measures for assessing the programme effects. Measurement validity relates to the accuracy of measurement, that is, how the measures selected accurately assess what is intended to be measured. Measurement validity is usually achieved at the initial stages of evaluation through the use of experts to comment on the face validity of the measures. Reliability on the other hand refers to the extent to which a measure produces similar results over space and time. Reliability is achieved through pretesting of data collection instruments, ensuring quality on the field as well as during processing of data (Newcommer *et al.*, 2010).

Three forms of evaluation designs are common in programme evaluation; experimental, quasi experimental and non experimental designs (Christie & Fleisher, 2010). A design is experimental, if units are randomly assigned to conditions; quasi-experimental, if units assigned are within-group or between-group comparisons without random assignment; and non-experimental, if it is neither experimental nor quasi-experimental but involves cross-sectional surveys and qualitative studies (Christie & Fleisher, 2010).

How the programme is structured and the availability of sources of information are important factors that are taken into consideration in the choice of an evaluation design. There is thus no gold standard methodology for doing evaluation (Chelimsky, 1997). Each methodology and design has its strengths and short comings. Thus different evaluation purposes employ a mix of evaluation methodology and design in order to enhance the validity and use of the evaluation or to make for the limitations of each other. Self evaluation or internal evaluation without independent validity checks is noted to be quite vulnerable because it introduces advocacy into the evaluation. Self evaluation also possesses high potential of loss of control of the evaluation by the evaluator. There are also uncertainties about the quality of the information produced. Randomized control experiments have been criticised for being adversarial rather than helpful in trying to improve policies and programmes.

Issues Explored in Evaluation

Evaluation seeks to provide answers to certain issues related to the performance of a programme and its effectiveness in addressing the needs of the intended beneficiaries. These issues are varied and may not be addressed by any single evaluation activity. Each of the issues has particular relevance to a particular stage of the programmes development. Generally evaluation seeks to address the following issues; social conditions the programme seeks to address, programme conceptualisation and design, programme operations, implementation and service delivery, programme impacts, programme costs and effectiveness (Rossi *et al.*, 2004).

Social conditions the programme seek to address (Needs assessment) constitute the first step in planning a new programme or restructuring an existing one. Here, information on the nature, magnitude and distribution of the problem is collected. These issues are normally explored through the conduct of a baseline evaluation. Programme theory assessment examines the logic underlying the ability of the programme to be able to address the social conditions intended to be addressed (Chen, 2005; Chen, 2006) as well as the structuring of the programme implementation process. Programme process assesses the extent of fidelity in the implementation of the programme to the plan. In the view of Rossi *et al.* (2004), process evaluation investigates how well the programme is operating, in terms of how consistent services delivered are with the goals of the programme, and whether services delivered are to the appropriate recipients. It also examines how well service delivery is organised, the effectiveness of programme management as well as the use of programme resources.

Issues addressed under programme process can be organised as a freestanding evaluation or in conjunction with impact assessment as part of a comprehensive evaluation. Programme process evaluation provides feedback to management and allows programmes to be managed in a way that results in the attainment of high performance. Impact assessment addresses issues that are related to whether the desired outcomes have been reached and whether other factors other than the evaluand have contributed to the achievement of the desired outcomes. Efficiency concerns relate to issues on the relationship between programme costs and effectiveness. It may take the form of a cost-benefit analysis or cost-effectiveness analysis.

2.3.2 Evaluation Use/Consequences

In spite of the attention paid to evaluation use by evaluators, programme implementers as well as policy makers (Hyyrylainen & Viinamaki, 2008); there has not been consensus on what constitutes evaluation use and whether all evaluations should lead to use (Donaldson, Patton, Fetterman & Scriven, 2010). Patton (2008) believes that evaluation is judged by its utility and actual use and that evaluators are responsible for facilitating use while Chelimsky (1997) argues that evaluation use is dependent on the purpose of the evaluation and that not all evaluation purposes should lead to use.

> ‘’Use’ is only meaningful in terms of the purpose and perspective of the evaluation. ‘We need to discard the idea that all evaluation must be justified by use, or that policy use is never achieved, or that enlightenment use is applicable to

> all evaluations. There is no question but that use is a good thing to be concerned about in evaluation-remembering the information needs of our sponsors keeps us relevant, cogent, productive, cost/effective and appreciated but too much zeal about it will make us bland and innocuous when we should really be questioning prevailing policies, and challenging the status quo.'' (Chelimsky, 1997, p 108)

To Henry and Mark (2003), the value of an evaluation is determined by how what has been learned contributes to decision–making and programme improvement. They consider use as a central outcome of any evaluation, because without it, evaluation cannot contribute to one of its primary objectives, social betterment. Johnson *et al.* (2009) in a review of empirical studies on evaluation use define evaluation use or utilization as 'the application of evaluation processes, products, findings to produce an effect.' Christie (2007) defines evaluation use as 'the effect the evaluation has on the evaluand—the "thing" being evaluated—and those connected to the evaluand.' Use is the only reason for justifying the existence of the evaluation field (Shadish, Cook, and Leviton, 1991, cited in Preskill *et al.*, 1997). The Joint Committee on Standards for Educational Evaluation (1994) on evaluation utility all point to the fact that evaluation should not be conducted if the information gleaned from it will not be used.

Patton (2008) distinguishing between evaluation use and influence relates use to the impact the evaluation has (findings and process) within the context of the programme being evaluated, within some reasonable time frame while influence relates to the impact the evaluation has on an external programme which may or may not be related to the programme evaluated, or the impact of the evaluation at some future time. In this study, use is defined as the direct effect or benefit of the evaluation findings and or process on the programme, organisation and actors involved in the evaluation.

Alkin and Taut (2003) and Johnson *et al.* (2009) outlined two distinct types of evaluation use; process use and use of evaluation findings. The use of findings which has dominated the evaluation use literature is traditionally divided into three types, instrumental, conceptual and symbolic use (Amo & Cousins, 2007; Fleischer & Christie, 2009; Hyyrylainen & Viinamaki, 2008). Instrumental use refers to situations when evaluation influences decision making and practice directly, that is, the direct use of evaluation findings to modify the evaluand.

Conceptual use refers to use that opens programme implementers to a new understanding of the programme. Conceptual use relates strongly to learning, i.e. changing a mental framework, which may or may not influence future thinking and decision making (Forss *et al.*, 2002) while symbolic or political or persuasive use is when evaluation findings are used to entrench already existing interest and activities. In the context of programmes or projects, the use of evaluation to persuade programme funders and the public at large, that a programme should continue with a new phase or be cancelled is a common political or persuasive use type.

2.3.3 Process Use

Patton (1997, 1998, 2008), Forss *et al.* (2002), Amo and Cousins (2007), Harnar and Preskill (2007), Podems (2007), Henry and Mark (2003), Johnson *et al.*, (2009), Baptist (2010) specifically describe process use as another use category. In his fourth edition of Utilization-Focused Evaluation, Patton (2008) expanded the definition of process use, stating that process use occurs when those involved in the evaluation learn from the evaluation process itself or make programme changes based on the evaluation process rather than just the evaluation's findings. He defined the scope of process use as follows:

> ''Process use then includes cognitive, attitudinal and behaviour changes in individuals, and programme or organizational changes resulting, either directly or indirectly from engagement in the evaluation process and learning to think evaluatively (e.g., increased evaluation capacity, integrating evaluation into the programme, goals clarification, conceptualizing the programme's logic model, setting evaluation priorities, improving outcomes measurement).'' (Patton, 2008. p 156)

This study aligns itself to Patton's (2008) conceptualisation of process use. Process use is defined in this study as uses that occur and result in various benefits to a programme and or organisation as well as the individual programme or organisation staff as a result of programme participants' participation in an evaluation process. Process use is indicated by changes in individuals' knowledge and behaviour, changes in programme design and operations and changes in organisational procedures resulting directly from evaluation process and not the evaluation findings.

Since 1997 when process use came into the vocabulary of evaluation use, different use types have been linked to it. A brief perspective on some of these use types is presented below.

Learning to learn: this simply refers to skills and knowledge acquired in evaluation as a result of being an active participant in an evaluation process. According to Patton (1998), evaluation as a discipline has its own culture, values and norms which support a structured way of thinking about reality and generating knowledge. By participating actively in an evaluation process, participants acquire these values which include clarity, being specific and focusing, systematic and making assumptions explicit, separating statement of fact from interpretations and judgments (Patton, 1998). To Forss *et al.* (2002, p 33), 'those who learn from evaluation are those who do evaluation'. Besides learning the values of evaluation, Forss *et al.* (2002) identified a number learning that takes place in an evaluation process. These include: organizing a systematic inquiry; patiently searching for opinions, facts, evidence of impact; learning to assess responses, to search for explanations regarding why people profess certain opinions about a programme and how that relates to self-interest; and learning to seek information from supplementary sources, to crosscheck for validity and reliability.

Developing networks: this refers to the situation where participants of an evaluation get to meet others whom they otherwise had little interaction with. This is the case with large scale programmes where multiple stakeholders are involved. According to Patton (2008), when evaluation participants make statements such as 'many of the personnel I met during the conduct of the evaluation turned out to be useful contacts for other occasions', this reflects the effect the evaluation process has on network building.

Building and maintaining relationships have become of vital importance for professional success in this age of information and technology. Evaluation is viewed as providing the medium for rapid interactions with many people, and hence an opportunity for networking among different staff, with potential benefits beyond the evaluation context (Smith, 2006; Suarez-Herrera, Springett &Kagan, 2009).

Creating shared understanding: usually different personnel categories in an organisation have quite different priorities in a programme. Evaluation provides a platform for making explicit these differences clear and for the successful arbitration between the different interests. In other words evaluation assists the different people in an organisation or a programme to understand one another's motives, and to some extent also to respect their differences. This communication and the mutual understanding which develops according to Patton (2008) are not linked to the evaluation report.

Strengthening the project: an evaluation is often undertaken to review performance and to analyse whether goals have been achieved or are being reached or not. During the evaluation process, programme staff as well as other staff of the organisation are reminded of the programme; its concept, rational and processes. Consequently, they come out of the evaluation with a clearer understanding of the programme, and with a new resolve to achieve the programme's aims. Such a consequence occurs irrespective of the evaluation report (Patton, 2008; Forss *et al.*, 2002; Greene, 1988). Staff participation in an evaluation is also perceived to boost the morale of staff thereby increasing their commitment to the organization and to its activities. Forss *et al* (2002) found that, taking part in an evaluation generates enthusiasm and commitment and therefore serves as a morale booster. Thus the long held view that evaluation is a depressive activity is being challenged (Brunsson, 1989, cited in Forss *et al.*, 2002).

2.3.4 Factors Affecting Process Use

Much of the extant research on evaluation use focuses on how and under what conditions evaluation findings are used (Fleischer & Christie, 2009). The literature classifies factors affecting evaluation use into two groups – characteristics of the evaluation process and the evaluation context (Cousins & Leithwood, 1986; Johnsons *et al.*, 2009). The first group of factors which relate to the quality of the evaluation encompasses the skill of the evaluator, level of involvement of stakeholders, evaluation quality, credibility, relevance, communication quality, findings, and timeliness of the evaluation. Essential competencies for programme evaluators include both technical skills and people skills (Ghere, King, Stevahn &Minnema, 2006; King, Stevahn, Ghere, & Minnema, 2001; Stevahn, King, Ghere & Minnema, 2005).

People skills relate to the capacity to work with different groups of stakeholders (SenGupta, Hopson, & Thompson-Robinson, 2004) and to operate in highly political environments. People skills as well as cultural skills have become prominent skills because of the increasing recognition paid to building evaluation capacity as the foundation for conducting useful evaluations (Compton, Baizerman, & Stockdill, 2002; Taut, 2007).

The second group of factors consist of the evaluation setting or organization's readiness to do and use evaluation (Amo & Cousins, 2007). There should be a motivation for learning and sustaining the motivation to learn is strongly dependent on the learner's confidence in his or her potential for learning and ability to use the learning to solve problems (Glasersfeld, 1989). By experiencing the successful completion of challenging tasks, learners gain confidence and motivation to embark on more complex challenges. Learning organisations thus have potential to experience process use since they have the requisite structures to motivate staff to want to learn and opportunities exist for them to use their new knowledge.

Preskill *et al.* (2003) in their exploratory study of process use identified five categories of factors that affect process use as:

- facilitation of evaluation processes;
- management support;
- advisory group characteristics;
- frequency, methods, and quality of communications; and
- organization characteristics.

Amo and Cousins (2007) found theorized linkages between process use, evaluation capacity building, and organizational learning. Baptist (2010) outlined the purpose of an evaluation, the evaluation context, data collection approach, the relationship between the evaluator and stakeholders, the number and variety of stakeholders, the relationships among stakeholders, and the timeline for the evaluation activities as factors that determine the occurrence of process use.

Evaluation efforts that have short duration and allocated few resources have been identified as limiting the amount (and quality) of the data collected and therefore the use of the evaluation (Berlage & Stokke, 1992). Lack of knowledge of the local context by the evaluator has been recognized as a factor which can impede evaluation use (Van Sant, 1989). Substantial engagement of experts outside programme countries context is thus perceived as not only excluding host country personnel, thereby limiting opportunities for local people to learn and to share their own insights via the evaluation process but affects the eventual use of the evaluation. From the perspective of the World Bank (2001), the major challenge to evaluation use is the wrong understanding of what the outcome of an evaluation is. The evaluation report widely perceived as the outcome of evaluation is perceived as being used to cut on the budget of the programme, terminate the programme or make a complete change in the direction of the programme (World Bank, 2001). An important challenge to evaluation use is to identify crucial factors that affect use and that can be turned into levers to promote it.

2.3.5 Stakeholder Involvement in Evaluation

The involvement of stakeholders, defined as individuals, groups, or organizations that can affect or are affected by an evaluation process and/or its findings (Bryson, Patton & Bowmanc, 2011); and its effect on the use of evaluation results in decision-making is common place especially in community based evaluations. It is however worth noting that even though stakeholder participation is surely essential for process use, it is predicated on decentralization, which is not always guaranteed.

Through stakeholder involvement, a dynamic process through which social construction of knowledge occurs is expected to be developed resulting in various types of learning by participants to the benefit of the programme and or organisation. Stakeholder involvement in evaluation has been perceived to be a praxis in nurturing the creation of an organizational learning process (Forss *et al.*, 2002; Levin-Rozalis & Rosenstein, 2005; Preskill *et al.*, 2003; Robinson & Cousins, 2004; Suarez-Herrera, Springett & Kagan, 2009).

Stakeholder involvement refers to making key stakeholders to become integrally involved in setting up the systems for measuring and reporting on results, reflecting on results achieved, proposing solutions and responding to challenges, and promoting the implementation of evaluation recommendations (Canadian International Development Agency, 2004). A successful evaluation is often a function of the extent to which stakeholders own the evaluation results. It has been variously argued that depending upon the nature of the organisation, recommendations and lessons learned will make a larger contribution if stakeholders have participated throughout the evaluation (Greene, 1988; Smits & Champagne, 2008; Suarez-Herrera *et al.*, 2009).

To Bryson *et al.* (2011) failure to attend to the concerns and perspectives of stakeholders constitutes a serious flaw that often leads to poor performance, outright failure, or even disaster. When stakeholders are involved in evaluation, they are empowered and they gain control of programme processes (Merdson & Oakley, 1990, cited in Bryson *et al.*, 2011); it also ensures maximum use of evaluation resources through increasing the use of evaluation (Bryson *et al.*, 2011; Patton, 2008; Podems, 2007; Cornachione, Trombetta & Casa Nova, 2010). Arguments for stakeholder involvement are also related to the idea that by involving intended users, a better purpose of the evaluation is framed, which in turn gives rise to better evaluation questions and evidence-related processes—assumptions which support the construction of a rationale for the main claim (Cornachione *et al.*, 2010).

It is also acknowledged that, stakeholder participation does not only provide a platform for building consensus among different and often conflicting stakeholder perspectives, it creates and perpetuates practices as mutual interaction, cooperation, dialogue and negotiation in programmes (Suarez-Herrera *et al.*, 2009). The Canadian International Development Agency (2004) also noted building community accountability and building of local organisational capacity for decision-making and community centred development as well as ownership of development programmes as benefits that come along with stakeholder involvement in evaluation.

It has also been observed by Rebien (1996) that stakeholder involvement facilitates mutual learning and utilization of learning for change. Insufficient stakeholder involvement thus has the potential to lead to evaluation that is insensitive, inaccurate information and consequently discourage organisations to avoid conducting evaluation. However, determining which key stakeholders are to be involved is complicated and is been noted to be a decision based upon the interest of managers and not who is supposed to be technically involved (Bryson *et al.* 2011; House & Howe, 2000; Julnes & Rog, 2007; Ryan & DeStefano, 2000; Stone, 2002;). There are also ethical issues to be dealt with as well as application of judgement (Bryson *et al.*, 2011).

The most useful participatory evaluation approaches according to Upshur and Barreto-Cortez (1995) and supported by Bryson *et al.* (2011)) are those which are practical, useful, formative and empowering. An evaluation is practical when it responds to the needs, interests and concerns of the primary users while they are useful when the findings are disseminated in ways which primary users can use them. They are formative when they seek to improve programme outcomes.

Greene (2005) clusters stakeholders into four groups:

- people who have decision authority over the programme, including other policy makers, funders, and advisory boards;

- people who have direct responsibility for the programme, including programme developers, administrators in the organization implementing the programme, programme managers, and direct service staff;
- people who are the intended beneficiaries of the programme, their families, and their communities; and
- people disadvantaged by the programme, as in loss of funding opportunities'' (Greene, 2005:p 397–398).

Rossi *et al.* (2004) identified policymakers and decision-makers, programme sponsors, evaluation sponsors, target participants, programme managers, programme staff, programme competitors, contextual stakeholders, evaluation and research community as having an interest in an evaluation and should therefore be involved in the evaluation process. There may be a wide range of people outside of Greene and Rossi *et al.*'s (2004) classification who may be considered as evaluation stakeholders. These are people (journalists, taxpayers, civil society, and members of the general public) who have a direct or indirect interest in programme/project effectiveness (Weiss, 1998: p 8). No evaluation can answer all potential questions equally well. This means that some process is necessary for narrowing the range of possible questions to focus the evaluation, which in turn necessitates focusing on a narrow list of potential stakeholders that form the group of what Patton (2008) refers to as primary intended users.

Three main stakeholder relationships with evaluators have been recognised – independent evaluation, participatory or collaborative evaluation and empowerment evaluation (Rossi *et al.*, 2004). With independent evaluation, the evaluator has overall responsibility for designing, planning and implementing the evaluation with only some minimal guidance from usually the sponsor of the evaluation on the purpose and nature of the evaluation. Independent evaluation is usually conducted when the purpose is to determine whether the programme has achieved intended goals and objectives (impact assessment).

Virtually, there is no active stakeholder involvement in independent evaluation beyond responding to questions or providing information to the evaluator. Participatory or collaborative evaluation is organised as a team consisting of representatives of at least one or more stakeholders groups including the evaluator, who may act as a team leader or consultant called upon as and when he is needed. The participating stakeholders are directly involved in planning, collecting, analysing and interpreting data in collaboration with the evaluator. Empowerment evaluation on the other hand, uses evaluation concepts, techniques and findings to foster self-determination. It is an approach that aims to increase the probability of achieving programme success by providing programme stakeholders with tools for assessing the planning, implementation, self evaluation of their programme; and mainstreaming evaluation as part of the planning and management of the programme or organization.

It involves a conscious effort at collaborating with stakeholders in an evaluation process with the aim of developing stakeholders' capacity to undertake evaluation, effective use of evaluation for advocacy and change and to gain control over the programme. It involves those stakeholders – beneficiaries who under normal circumstances will be neglected in the evaluation process except for only extracting information in the form of interviews from them. Arguments in support of empowerment evaluation are varied.

- Empowerment evaluation ensures that evaluation addresses the concerns of stakeholders and therefore the generation of findings that are more useful to them.
- It creates a sense of ownership of the evaluation process and therefore minimises resistance to change during implementation of evaluation findings.
- It also can result in altering of power balance in a programme context through enhancement of their influence and efficacy (Rossi *et al.*, 2004).

In spite of the many benefits associated with stakeholder involvement in evaluations, stakeholder involvement in evaluation is still very much on a limited scale. Too often most evaluations do not make ample time and financial resources available to cater for the painstaking consultations and dialoguing that is entailed in stakeholder participation (Bamberger, Rugh, & Mabry, 2006; Bryson & Patton, 2010; Bryson *et al.*, 2011). Another challenge with implementing participatory evaluation is the lack of consensus in the evaluation community on doing participatory evaluation. Some evaluators are of the view that stakeholder participation introduces bias into the evaluation.

2.4 Conceptual Framework for Facilitating Process Use in Evaluation

A conceptual framework depicts the major issues of interest in a study and the interrelationships that exist among them (Smits & Champagne, 2008). According to McGaghie, Bordage & Shea (2001), a conceptual framework is significant in a research in many ways including:

- It aids in the identification of research variables.
- It clarifies relationships among the variables.
- It sets the stage for the identification and posing of research questions.

Even though process use has been present in the literature on evaluation before Patton (1997) first labelled it so (Amo & Cousins, 2007; Greene, 1988; Harner& Preskill, 2007; King, 2007), limited efforts have been made to develop a conceptual framework to explain it as a programme strengthening and organizational learning and development as well as evaluation capacity building tool. Patton (1997) did not help much in providing direction for a conceptual framework for process use. To him, process use is a sensitizing concept that seeks to draw the attention of evaluation actors to it for consideration when designing and conducting their evaluations (Patton, 2008). Patton's point in emphasizing process use as a sensitising concept was that, he does not want to limit it to a specific approach or methodology for conducting evaluation.

Convincing as the argument by Patton (1997, 2008) is, it is important that as there is a growing interest in moving process use from being viewed as a bye product of evaluation towards a goal that evaluators should seek to achieve through their methods and approaches (Amo & Cousins, 2007; King, 2007; Podems, 2007), a conceptual framework for understanding how it occurs and its consequences is developed to regulate its realization in order to derive optimum benefit from it. Consequently, in this study, an attempt is made to draw lessons from existing literature on evaluation and its role in organizational development and learning in order to develop a framework for understanding how process use can enhance the use of evaluation and contribute to programme strengthening as well as organizational development and learning.

A significant proportion of the literature on the development of a conceptual framework that is related to process use is anchored in participatory evaluation (, Cousins 2001; Cousins *et al.*, 2004; Greene, 1988; Smits & Champagne, 2008; Turnbull, 1999). Greene (1988) is one of the pioneers to develop a conceptual framework to show the link between participatory evaluation process and the use of evaluation. She illustrated a participatory evaluation process as an iterative, ongoing communication and dialogue, substantive stakeholder role in decision-making and diversity of stakeholder participation. She conceived a participatory evaluation process as offering three dimensions of experience to stakeholders - cognitive, affective, and political experiences.

These experiences, especially the cognitive and affective experiences produce consequences as learning more about the programme or agency and about evaluation. The knowledge gained about the programme and about evaluation results in greater understanding, acceptance and ownership of the results of the evaluation, and a sense of responsibility to follow through on the results (Greene, 1988; Smits & Champagne, 2008).

In the light of process use, Greene's (1988) framework addresses the type of the benefits attributable to the evaluation process (process use) and the effect these benefits have on the overall use of evaluation findings. The participatory processes inherent in the attainment of process use were also addressed. However, the context and conditions under which the participatory process operates in order to realize process use were missing in her framework. The lesson learned from Greene's (1988) work for informing a conceptual framework for process use is that, it provides information on the expected consequences associated with process use and of the participatory processes that should be entailed in an evaluation in order to realize it.

Cousins (2001) also developed a framework to explain how an evaluation eventually achieves certain consequences. She categorizes the evaluation and evaluation use framework as consisting of three connected elements; factors and conditions, participatory practice and consequences (Cousins, 2001). Cousins' (2001) framework could be understood to be a built up on the work of Greene (1988). She added contextual factors into the Greene's (1988) framework. To Cousins (2001), outcomes of a participatory evaluation process are conditioned by contextual elements identified as evaluation context and decision/policy settings (Amo & Cousins, 2007; Cousins, 2001; Cousins *et al.*, 2004; Smits & Champagne, 2008)). The relationships that exist between stakeholders in a participatory evaluation process consists of five interactive processes: the centre of control over technical decision making, the diversity of stakeholders involved in the evaluation, the power relations among participating stakeholders, the manageability of the evaluation process with regards to time, resources; and the depth of participation of practitioners in the process.

The outcomes of the evaluation and its processes include generation of evaluation knowledge, process use, the use of findings, and the use of knowledge. As the evaluation is carried out, the process of the partnership unfolds at three levels: individual, group, and organizational level. Three types of findings use - conceptual, instrumental, and symbolic are generated. Cousin's (2001) framework provides significant elements that can guide a conceptual framework for process use. It outlines the context within which an evaluation takes place, the type of participatory processes that facilitate process use and the various levels at which process use occurs.

Some limitations of this framework are that it is not specific to process use, and even though, it outlines process use as a consequence of a participatory evaluation process and outlines the levels at which process use occurs, it fails to detail out the specific consequences of evaluation that constitute process use. Besides, it is not very clear what the difference is between production of evaluation knowledge and process use as consequences of an evaluative inquiry. Production of evaluation knowledge in my view constitutes a consequence of a participatory evaluation process associated with process use and should therefore be integrated into a solely process use framework. Another weakness is that, even though the framework identifies initial conditions and factors as essential in the framework, some important organizational support factors in support of process use as teamwork, culture of experimentation are missing in the framework. Thus in the developed framework these factors have been included into the policy/decision setting.

Another conceptual framework for explaining the link between participatory evaluation and organizational learning and development, which have relevance for process use, is by Cousins *et al.* (2004). Cousins *et al*. (2004)' framework is anchored on organizational learning. In their framework, participatory evaluation and its associated consequences are rooted in the organization. Participatory evaluation is perceived to produce consequences which are dependent on two broad groups of factors categorized as organizational context factors and evaluation process factors similar to that of Cousins (2001).

However, with Cousins *et al.* (2004), the effect the participatory process has on the organization is dependent on the organization's ability to learn, which is in turn, dependent on the organizational support structures. Evaluative inquiry is one such support which is capable of producing consequences as the use of findings and the generation of knowledge. Process use is conceived as a continuum which reinforces the evaluative capacities of the organization and is in turn reinforced by the evaluative capacity of the organization (Cousins *et al.*, 2004; Smith & Champaign, 2008).

This framework contributes to some of the evaluation consequences that are associated with process use especially the effect process use has on evaluation capacity building as well as the elements that constitute the evaluation context and policy decision setting. However, organizational learning capacity and organizational support structures in my view could be integrated.

Smits and Champagne (2008) in their effort to develop a conceptual framework for what they referred to as practical participatory evaluation, undertook an extensive review of literature on efforts made to develop a framework for explaining participatory evaluation and evaluation use. Based upon the review, they came up with a framework described in their own words as '...a combination of the detailed conceptualization of activities and consequences from Cousins (2001) framework; the sequence learning-understanding-ownership-obligation for action in Greene (1988) framework; and the embedding of organization and evaluation structures/conditions in Cousins *et al*.'(2004) (Smits & Champagne, 2008, p 430).

Their interest was in the mechanisms underlying the relationships between activities and consequences, as well as the mechanisms underlying the various consequences of participatory evaluation processes. The initial conditions presented by Cousins (2001) as evaluation context and decision/policy settings were reformulated with the evaluation context presented as a sub-context within the general policy/decision settings. They argued that the general policy decision context of the organization to which the evaluation is conceived, implemented and used can be characterized by its policy/decision structures and processes, the values of the organization and past experiences; just as the evaluation context of a programme can include its structure and processes, values, and past experiences.

An additional value of Smith and Champagne's (2008) framework is that, it highlights the dynamic and temporal evolution of some variables throughout the evaluation process. A distinction is thus made between initial conditions, processes and results, and keeping the evaluation context within the general policy/decision settings (Smith & Champagne, 2008). Smits and Champagne's (2008) framework is based mainly on Cousins (2001) framework. In my view, the presentation of the evaluation context as a subset of the policy decision is not wholly the case even, though, it is the case that the evaluation context has many elements of the policy setting. I choose to go with Cousins (2001) and Cousins *et al.* (2004) in leaving them as separate. Similarly, I maintain the participatory process column in Cousins (2001) framework instead of disintegrating it into evaluator's team characteristics and practitioners' team characteristics.

Amo and Cousins (2007) adapted the framework of Cousins *et al.* (2004) to provide a broad framework for understanding process use. Their framework is the first attempt at developing a conceptual framework for process use. In their framework, evaluation is conceived as a programme support structure that produces evaluation consequences including process use, use of evaluation findings, knowledge production (Patton, 2008; Amo & Cousins, 2007; Cousin *et al.* 2004; Greene, 1988; Smits & Champaign, 2008) and evaluation influence (Klirkhart, 2000).

Process use contributes to the evaluation capacity building of the programme through increased knowledge in evaluation and programme logic and evaluation skill. The learning capacity of the organisation is enhanced through the promotion of team work and culture of experimentation among individuals and groups of the organisation. The evaluation consequences including process use also produce direct organizational consequences including goal attainment, questioning of basic assumptions, problem solving and decision making and shared representation (Amo & Cousins, 2007; Cousins *et al.*, 2004). This framework is very much the same as Cousins *et al.* (2004) and therefore shares the same limitations and contribution to process use as described. An additional strength of it is that, it is situated within the focus of this study, that is, on process use.

In the following section, the framework for explaining how process use contributes to evaluation use is described. The framework has largely been informed by Cousins (2001), however, with some amendments based on inputs from Smits and Champagne (2008), Amo and Cousins (2007), Cousins *et al.* (2004), and Greene (1988). This adapted framework is depicted in Figure 2.1. A significant principle underlying the framework is that, an evaluation once conceived, goes through a process and finally produces some outcomes. In line with this principle, the framework consists of three linked stages/components/elements identified as factors and initial conditions, process, and consequences, which are inherent in the frameworks of Cousins (2001), Smits and Champagne (2008), and Cousins *et al*. (2004). The first stage; factors and conditions consists of the policy or decision making setting or the organizational arrangements in the programme or organization, and the evaluation inquiry (Amo & Cousins, 2007; Cousins *et al.*, 2004) or evaluation context as in Cousins (2001) and Smits & Champagne (2008).

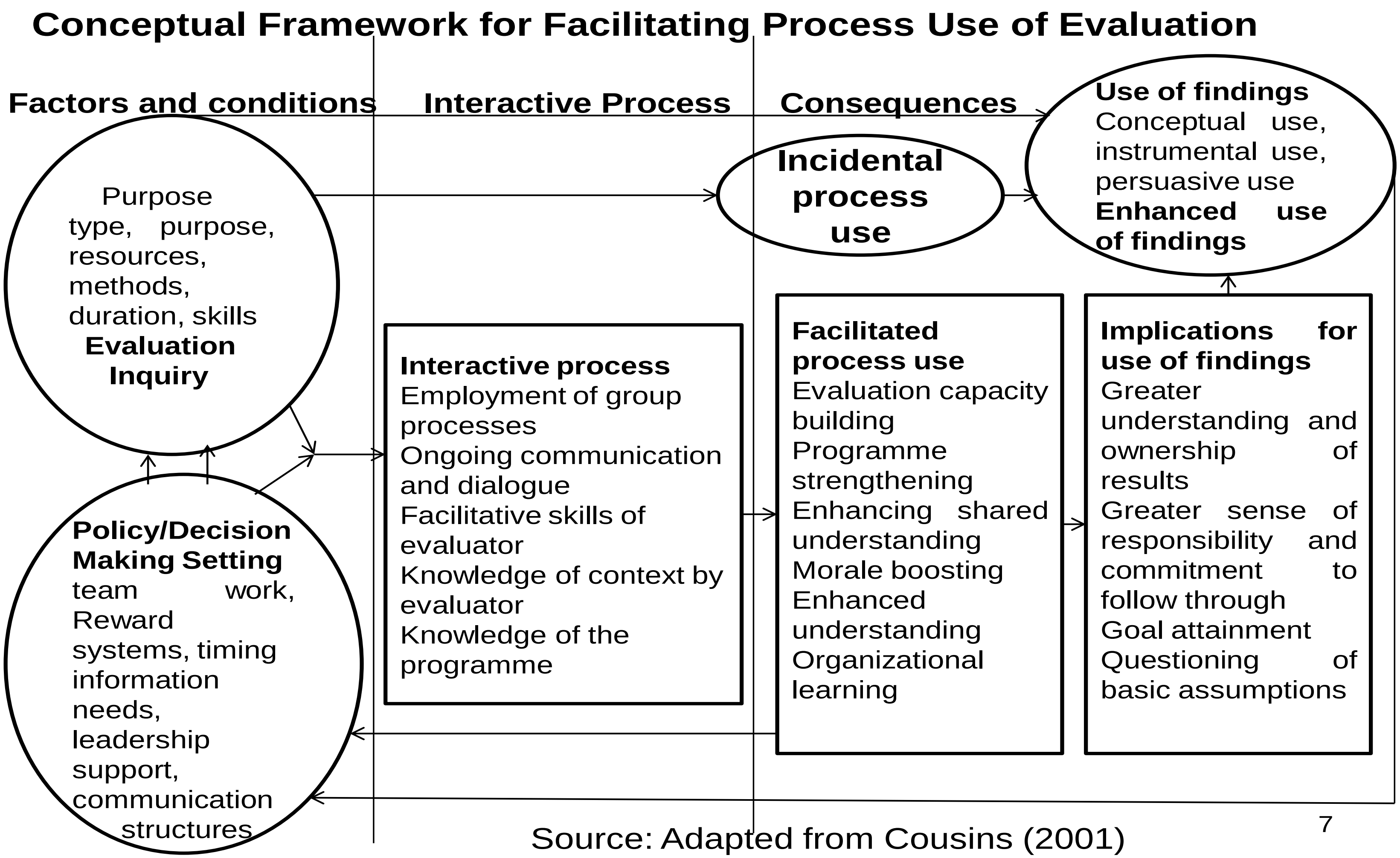
Unlike Smits and Champagne (2008), who integrated evaluation context as a component of the policy setting, here Cousins (2001), Cousins *et al.*(2004), Amo and Cousins (2007), who presented them separately is adapted. However, it is greatly acknowledged that the two interact with each other and influence each other in distinct ways. The process of thinking through an evaluation within a programme, for instance, generates lessons and informs the organizational arrangements within the programme. Similarly, an evaluation inquiry will normally be influenced by the decision making processes as well as the values inherent in the programme or organization. The interaction that goes on between the evaluation inquiry and policy setting determines the form and depth of interaction that should take place among practitioners and between evaluators and practitioners in the evaluation process while the interaction that takes place in the evaluation determines the occurrence of process use.

Key issues involved in the kind of interaction that takes in an evaluation in order to realize facilitated process use and enhanced use of findings have been acknowledged to include;

- the level of control among stakeholders of evaluation decision making,
- the level of diversity among participating stakeholders,
- the technical as well as interpersonal abilities of the evaluator,
- participants' level of knowledge of the programme,
- participants' level of commitment to the evaluation,
- evaluators' knowledge of the evaluation and programme context, and
- participants' knowledge and appreciation of evaluation (Cousins, 2001; Smits & Champagne, 2008).

Depending upon the nature of interaction, certain consequences are produced: use of findings (Amo & Cousins 2007; Cousins, 2001; Cousins *et al.*, 2004; Greene, 1988; Smits & Champagne, 2008); incidental process use (Amo & Cousins, 2007; Cousins *et al.*, 2004; Forss *et al.*, 2002; Patton, 1997); facilitated process use and enhanced use of findings (Greene, 1988; Patton, 2008). Some of the consequences associated with process use include evaluation capacity building, that is, programme readiness to do and use evaluations (Amo & Cousins, 2007; Cousins *et al.*, 2004; King, 2007), morale boosting (Forss *et al.*, 2002), networking (Forss *et al.*, 2002), strengthening of projects/programmes (Patton, 2008, Forss *et al.*, 2002), and shared understanding (Patton, 2008; Forss *et al.*, 2002).

Figure 2.1: Conceptual Framework for Facilitating Process Use of Evaluation



Process use increases acceptance and ownership of evaluation findings and concomitantly a greater sense of responsibility and obligation to follow through on findings culminating into enhanced use of findings (Greene, 1988; Smits & Champagne, 2008). Process use also has organizational consequences as goal attainment; problem solving and decision making; shared representation and questioning basic assumptions (Amo & Cousins, 2007; Cousins *et al.*, 2004). Process use and enhanced use of findings provide feedback to the policy setting that may lead to the reform of programme processes and organisational arrangements and ultimately the way the programme or organization will approach evaluation in the future.

CHAPTER THREE: RESEARCH METHODOLOGY

3.0 Introduction

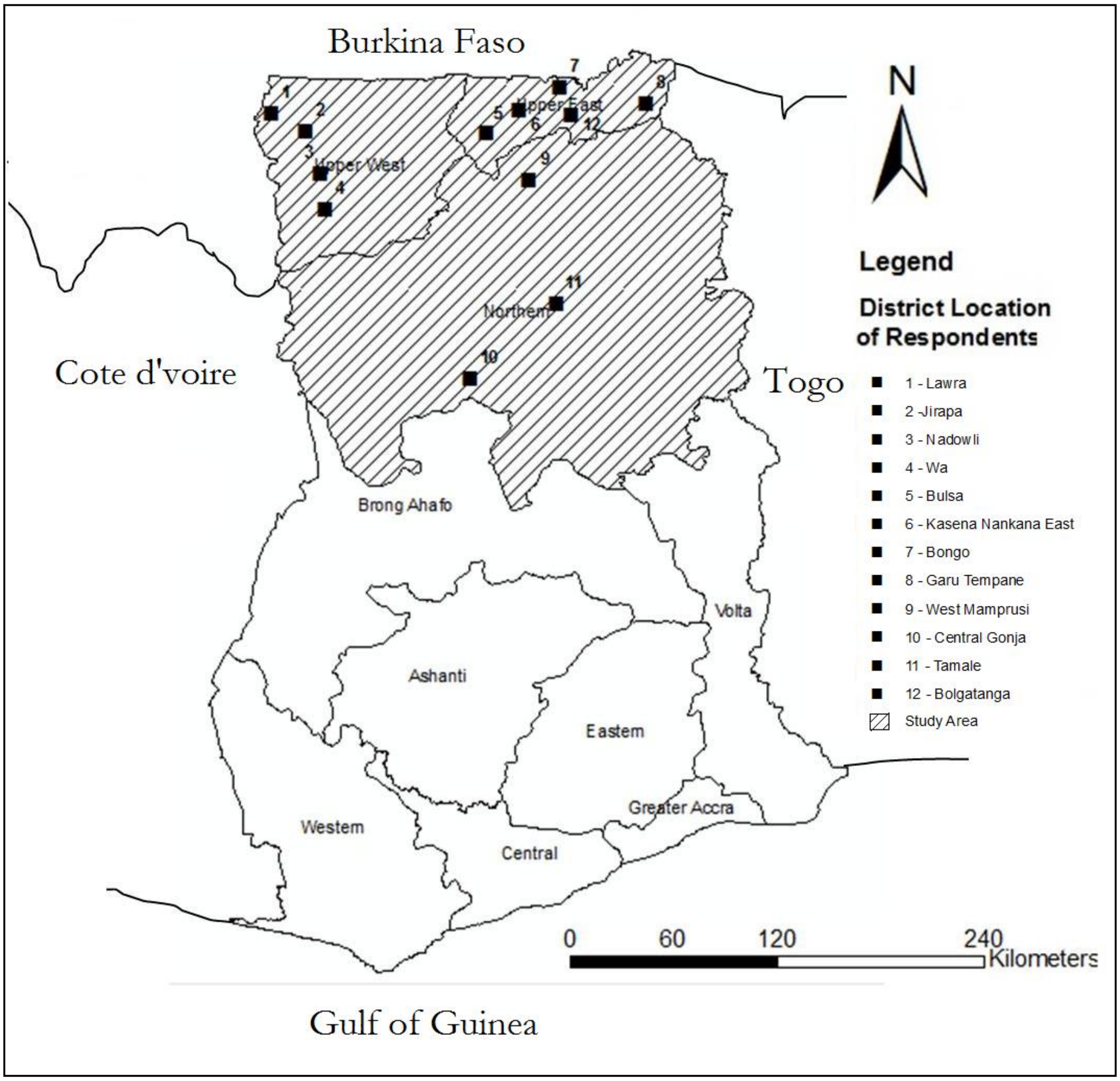
This chapter presents the systematic process adopted for investigating into the research problem. The study area is briefly described. The research methods adopted for the study as well as the logic behind them are also described.

3.1 The Study Area

The study area is Northern Ghana. Northern Ghana comprises of three administrative regions namely, NR, UWR and UER. The area used to be known and called the northern territories of the gold coast when the country was under colonial rule. The area lies roughly north of the Lower Black Volta River, which together with its tributaries the White and Red Voltas and the Oti and Daka rivers, drain the area. It shares international boundaries with the Burkina Faso to the North, Togo to the East and Cote d'Ivoire to the lower Southwest. Northern Ghana shares regional boundaries with the Brong Ahafo Region and the Volta Region to the South, (National Commission on Culture, 2006).

Figure 3.1 depicts the study area in national context as well as the district location of respondents. The study area comprises many ethnic groups, languages and diverse cultures (National Commission on Culture, 2006). The 2000 Population puts the areas share of the country's population of 18, 912,079 to be 17.5 percent. It also takes about 41 percent of the total land area of 238, 533 square kilometres that make up the country (GSS, 2005). The area is mostly rural with a little over 78 percent of people living in rural localities.

Figure 3.1: Study Area in National Context.



Source: Author's construct (December, 2012)

Of the eight (8) towns classified as large urban centres nationally in 2000, only one town (Tamale) from this area is included. Six towns from the area falls within the 51 towns classified as medium urban towns while 33 towns from the area are classified as part of the total of 305 small towns in the country in 2000. The population density in the area in 2000 was about 34 persons per square kilometre compared to the national average of 79 persons per square kilometre (GSS, 2005).

Infrastructure and social services in the area are of limited supply. Of the total feeder road network of 31, 563.2 kilometres, which constitutes the largest form of road network (60%), only 21.7 percent is found in the area, which occupies 41 percent of the total land area of Ghana. only fifty nine percent of urban households and about four percent of rural households have access to electricity in the area compared to the national averages of 74 percent and 16.1 percent for urban and rural respectively. As at 2002, of the total towns of 344 which had post offices, only 26 of these towns were found in the study area. The situation for rural towns is worse as only 15 rural towns in the area were part of the 293 towns nationally that had post offices. As at 2001, the area accounted for only 4.3 percent of fixed telephones of 199,934 in the country. On accessibility to radio, of the total 126 radio stations in the country as at 2003, only 15 of them were located in the area (GSS, 2005).

As at 1991, 11.1 percent of the 251 public hospitals and 10.9 percent of the 1,138 health centres/clinics were located in the area. The situation did not change for the betterment of the people even in recent times. There has even been a decline in the percentage share of the area's public hospitals from 11.1 percent to 9.6 percent even though there has been an increase in the number of public hospitals nationally to 333. The area's share of public health centres/clinics increased from 10.9 percent in 1991 to 15.1 percent of the 1,693 health centres/clinics in 2001. The numbers of private hospitals clinics were 4 out of 140 private hospitals nationwide, 56 out of 910 private clinics countrywide, 6 out of 396 maternity homes and 60 out of 304 mission clinics/hospitals in 2001. Of the total of 2,211 doctors in the country, 112 of them serve in the area while only 2502 of the 19, 051 nurses serve the area as at 2000. The population-doctor ration in the area of 29,620 is far above the national average of 8, 554 and similarly the population-nurse ratio of 1,326 is way higher than the national ratio of 993.

School attendance in spite of efforts towards increasing access to education in the area continues to be low. Only 45 percent of school going age children attend school compared to 65 percent in the South (GSS, 2005). Levels of illiteracy are very high. In 2000, illiteracy was 76.5 percent, 76.2 percent and 73.4 percent for UER, NR and UWR respectfully. As at 2000, there were 74 public senior high schools in the area excluding five private ones which were all found in the UWR.

The area accounted for 35.3 percent of the 1,135,666 working children in the country. The contribution of the area to labour has witnessed a consistent decline since1960. In 1984, the area's contribution to labour force was 18.4%. This dropped to 16% in 2000 giving an indication that the area is losing much of its labour force due to migration to the more endowed southern part of the country. Unemployment in the area is relatively high. With the exception of the NR which experienced a rate below the 10.4% national average, UER recorded a rate of 20.1 percent and UWR had a rate of 15%. High levels of poverty, hunger, malnutrition and infant mortality are endemic in the area, which is also known to be the three most deprived regions of the country. It is estimated that Eighty percent of the poor live in the study area, thirty-six percent of children under five in the UER suffer from chronic malnutrition and 34 percent of the people in the UWR are food insecure (GSS, 2008).

Much of the area falls within the savannah vegetation belt. There is only one rainy season which lasts from June to November and has increasingly become erratic. Thus only cereal and leguminous crops are cultivated. Agriculture and agro-based industries still remain the main stay of the peoples of this zone. Varieties of millet and sorghum as well as rice are cultivated. Rice cultivation in the low lying areas close to the banks of the Volta and its tributaries is of some commercial importance. Tubers are cultivated as staples in the middle and southern parts of the area which today supplies the bulk of the country's requirement for yam. Animal husbandry has since traditional times been an integral feature of agriculture in these parts of Ghana. In addition to agriculture trade and craft production are important to the people of the Northern zone. The shea tree from which shea butter is extracted from the nuts is also very popular in the area. Mango plantations are increasingly becoming popular in the area (National Commission on Culture, 2006).

As a result of the endemic poverty in the area, it attracts diverse poverty reduction initiatives thus making it a fertile ground for studying programme evaluation use. Besides, the three Northern Regions of Ghana remain the only regions in which the decentralised evaluation system developed by NDPC has been vigorously implemented. An exploration of process use in this zone is therefore expected to uncover the potential process use has for bringing effectiveness into development activities as well as ways of using process use to accelerate the level of development in the zone.

3.2 Study Design

The study is exploratory. It explored the experiences of programme implementers of process use in the evaluations they participated. Exploratory studies are conducted when a new topical area of interest is being examined or when the topic area is relatively new and unstudied or when the objective is to test the feasibility of undertaking a more careful study (Rubin & Babbie, 1997, Ahiadeke, 2008). The study design is anchored in the experiences of participants of programme evaluations that were conducted within the period 2008 and the first quarter of 2011 in Northern Ghana. The choice of the period 2008 to 2011 was to ensure that evaluation participants were still at post to be easily contacted. It was also to ensure that the recall of their experiences of the evaluation process was not from too distant a past.

Northern Ghana was chosen because it provided a fertile ground for studying and analysing programme evaluation. The area attracts development programmes from the international development community because of the endemic poverty, hunger, malnutrition and infant mortality in the area which is also known to be the three most deprived regions of the country (GSS, 2006). Besides, the District Capacity Building Project (DISCAP), a CIDA supported Project piloted the NDPC guidelines on decentralised evaluation in the area. The study designed is illustrated in Table 3.1. The Table provides information on the levels at which data was collected, the type of research issue addressed by what level of data collection, the sampling procedure used at each level of data collection, and the analytical method used to analyse data. As shown in Table 3.1, two levels of data collection were undertaken.

The first level took place in December, 2010 and was meant to provide the basis for determining the programme evaluation participants that were to be selected for the second level of the data collection. The detail explanations on the various aspects of Table 3.1 are described under the subsections, sampling design, methods of data collection and analytical framework.

Table 3.1: Research Design and Methodological Framework

Data collection level	Issue addressed	Data collection method	Sampling technique	Analytical technique	Expected output
First level	Programme evaluation processes	Institutional survey	**Sampling frame**: All development programmes in Northern Ghana between 2000 and 2010 **Sampling technique**: Multistage sampling involving first simple random sampling one region, 100% sampling of all programmes in the region	Use of SPSS	Profile of evaluation process as basis for selecting evaluation cases for second level data collection
	Programme evaluation use	//	//	//	Uses of evaluation and factors affecting evaluation use
Second level	Process use types	Questionnaire specific to Q Methodology/Q Sort.	Sampling procedure specific to Q Methodology	Factor analysis via Q Method Software	Evaluation participants experiences of different types of process use in evaluation

'Table 3.1'

Data collection level	Issue addressed	Data collection method	Sampling technique	Analytical technique	Expected output
Second level	Factors affecting process use	Q Sort.	Sampling procedure specific to Q Methodology	Factor analysis via Q Method Software	Factors affecting process use occurrence
Second level	Stakeholder involvement and process use	//	Sampling procedure specific to Q Methodology	//	Forms of stakeholder involvement that affect process use occurrence
Second level	Evaluation processes and uses	Structured questionnaire	Sampling frame: all evaluation participants of the three evaluation cases Sampling technique: 100% sampling	SPSS	Graphs, tables showing evaluation processes and use
In between the two levels	Evaluation processes and uses	In-depth interviews	Programme managers	Content analysis	Practical examples of evaluation processes and uses

Source: Author's construct (October, 2010)

3.3 Data Types and Sources

Both secondary and primary data were relied upon in order to address the research questions. Secondary data from published journals and textbooks as well as evaluation reports were used at the different stages of the study. Secondary data from project reports and evaluation reports as well as terms of reference for evaluation contracts were used at the initial stages of the study to refine the study design, methods, and interview questions. In the latter part of the study, the secondary data enabled triangulation and interpretation of results. Secondary data was also the main type of data used to generate the concourses for the second level of data collection. It also aided in the identification of the theoretical framework as well as the definition of concepts.

Primary data mainly of qualitative nature was collected from the target respondents (evaluation participants, evaluators and programme managers) through the use of institutional survey questionnaires, Q Sort and in-depth interviews.

3.4 Choice of Sample

The study explored the various ways in which programme evaluation is conducted and used. Thus the target respondents were organizations involved in the implementation of poverty reduction programmes. Since there was no particular place or organisation that one could easily tend to in order to access information on development programmes and their evaluation status, the study design purposively selected Northern Ghana as a case study to explore into the subject. Northern Ghana was selected because it has consistently been ranked the poorest area in Ghana in spite of the many poverty reduction programmes, which have evaluation as a component, that have taken place in the area. Evaluation provides input into these programmes in order to make them effective. The study thus find the area a fertile ground for exploring the subject matter in order to find out the evaluation processes inherent in the area and how evaluation is used in programmes and organisation. The zone was also selected because it was also the only area in which the guidelines developed by NDPC were being put into use through a CIDA supported project called District Capacity Building Project (DISCAP).

The sample frame for the first level of data collection was all development programmes that took place in Northern Ghana ten years preceding the start of the study, that is, 2010. Since there was no one stop place to locate all programmes that took place and were evaluated within the period, simple random sampling was used to select one region from among the three regions. Also because it was not feasible to go to all districts and localities to find out what programmes were implemented and evaluated, the regional capital which has all offices of agencies and organisations working in the region was used to obtain all the information on all programmes implemented in the region. At the first level of data collection, detail information was obtained from programme managers on the programmes and whether they were evaluated or not and the evaluation processes used. The information from the analysis of the first level data formed the basis for the second level data collection.

At the second level data collection, purposive sampling was used to select participants of three programme evaluations in order to explore process use. However, since it was not possible to get the evaluation participants without the evaluations, the sampling was done at the programme level. The criteria used to select the programme evaluations for the second level data collection were;

- the programmes and projects must have been implemented not more than ten years as at the start of the study, which is, 2010,
- the programme must have a lifespan of at least four years for a mid-term and an end of programme evaluation to be conducted on them, and
- the programme must have gone through an evaluation not earlier than 2008.

The essence of the second level data collection and the selection of the participants of three programme evaluations were to enable diversity of experiences to be brought to bear on the subject. Q Methodology deliberately seeks diversity of respondents in order to enable them to communicate their subjectivity on a subject matter. Thus the selection of the three cases was not for each of the programme evaluations to be explored in detail at case level but to enable the selection of diverse participants for them to bring their perspectives to bear on process use.

In all, 31 programmes were implemented between 2000 and 2010. About 84 percent of these programmes went through evaluation, of which 45 percent were evaluated between 2008 and the first quarter of 2011. Following the period criterion of the study design, eight programmes constituting 26 percent of programmes were qualified for selection. However, further analysis taking into consideration other criteria as the experience of process use in the evaluation and the availability of at least twenty-five potential respondents at the programme level to participate in the study reduced the number of programme evaluations to three. The three selected evaluations are: the evaluation of the CIDA supported District-wide Assistance Project (DWAP*)*, the evaluation of JICA supported Community-Based Health Planning Services (CHPS), and the evaluation of World Bank supported Small Towns Water Supply and Sanitation Programme (STWSSP 2).

During the first level data collection, it was realised that the DWAP evaluation was found across all the three Northern Regions while the STWSSP was found in the Upper East and Upper West Region, and the CHPS programme found in only the UWR. Thus, even though, the first level data collection was based on only one region, the second level data collection was across all the three regions to enable the researcher to reach out to more respondents.

The CIDA supported DWAP spanned the period 2004 and 2013 and had a budget of US$ 25,000,000. The programme supported the Government of Ghana in its efforts to reduce poverty in the Northern Districts of Ghana through direct provision of funds to Metropolitan, Municipal, District Assemblies (MMDAs) to implement their projects in selected areas as education, health, local governance, interior, and water and sanitation.

The programme spans all the 38 MMDAs that make up the three Northern Regions of Ghana as at 2011 and was regarded as a template for the newly established District Development Fund under the National Action Plan on Decentralization. The programme went through two ends of phase evaluations in 2006 and October, 2010. Four district assemblies in the UWR, two in the UER and four in the NR participated in the 2010 evaluation including the debriefing sessions. The participating staff of these districts consisting mainly the district planning officers, budget officers, coordinating directors, finance officers, as well as staff of the three regional economic planning units were the target respondents.

Evaluation from the programme funder's perspective was carried out to inform the funder, its partners in development cooperation and the tax payers of the funding agency's home about what results were being achieved, what improvements were to be considered, and what was being learned. Three cardinal principles underpin the evaluation approach. These were:

- how to focus on results and the learning process in optimizing the value to be realized from the evaluation,
- how to ensure the meaningful, equitable and active participation of stakeholders in the evaluation process, and
- how to structure the evaluation to identify how the investment had contributed to the achievement of gender equality results.

Stakeholder involvement, learning, improvement and accountability were cardinal attributes of this evaluation and therefore possess immense potential for exploring process use.

The JICA supported CHPS project was worth 4.8 million United States dollars. The project started in March, 2006 and ended in February, 2010. The project had the objectives of strengthening community participation in health planning and provision of services with the ultimate aim of moving towards community management of health services, and strengthening of monitoring and supervision at all levels of health services delivery. The project was evaluated in 2009.The purpose for which the programme funder conducts evaluation was two-fold; learning for project/programme enhancement, and accountability to the nationals whose tax contribution were used to finance the programme. Mainstreaming evaluation findings and lessons from evaluation conducted during the project's implementation phase as well as from evaluation of similar past projects into projects being planned or implemented was cardinal to the agency's evaluation efforts of learning for programme enhancement. Thus, evaluation not only produces findings but also strengthens the feedback system. The results from each evaluation stage were to be fed into the "Action" phase within the Plan, Do, Check and Action cycle, thus providing information for improving the present programme and/or lessons learned for similar programmes that were in operation or in preparation.

The fivefold criteria consisting of relevance, effectiveness, efficiency, impact and sustainability developed by Development Assistance Committee of the Organisation for Economic Cooperation and Development guides the agency/s approach to evaluation. This evaluation brought a unique dimension to the study in that the evaluation was conceived as an integral part of the programme as a continuous programme improvement measure.

The Small Towns Water Supply Project 2 whose evaluation participants have been selected for interviews, commenced on November 17, 2004. The programme covered seventy three (73) communities in forty two (42) districts across six administrative regions of Ghana namely; UWR, UER, Ashanti Region, Brong Ahafo Region, Central Region and Western Region. The programme which had an initial budget of US$ 26m had three main components; community sub-projects, sector support and project management. The interest in this study is the evaluation of the community sub-projects component of the programme.

The life span of the programme was four years and it had the objective of increasing access to water services to five hundred thousand people through the construction of small town water systems and to increase access to sanitation services to fifty thousand people through the construction of household latrines. With some amendment and additional funds to the tune of US$10m in 2007 and (US$ 15m in 2009), the programme was extended by one year and finally ended on April 30, 2010 at a cost of US$ 51m.

Monitoring and evaluation was an integral part of programme management. Project progress monitoring was undertaken mainly in the form of field visits to sites of projects. The objective of progress monitoring of projects was to ensure compliance and to provide immediate feedback for programme improvement. Monitoring of projects was carried out at two levels: technical and administrative. At the technical level, monitoring sought to track the extent to which the project was delivering the expected output and the quality of the outputs. At the administrative or managerial level, monitoring tracked issues as; capacity of staff to deliver results, use of resources and equipment and the extent to which workplans and schedules were adhered to.

Quarterly reviews, mid-year reviews and annual reviews were an integral part of the programme evaluation. These review meetings held at the district, regional and national level respectfully for all actors involved in the programme, provided platforms for actors at each of the levels to assess the progress of the programme, identify obstacles to project implementation and to reach consensus on the way forward for successful project completion. Programme completion evaluation is a requirement of the programme. It was undertaken in order to assess the effectiveness of the programme and to enable the programme managers to prepare a programme completion report to the World Bank, the financier of the programme. The findings of the evaluation were expected to provide feedback into planning of future programmes. Stakeholder participation in the evaluation process was a requirement.

The programme went through a programme completion evaluation in the first quarter of 2011. Twelve districts were part of the end of programme evaluation of which four were from Northern Ghana, specifically, Lawra and Wa Districts in the UWR and Garu Tempane and Bongo Districts in the UER. Participants in this evaluation consisted of the management staff of the participating assemblies, the District Water and Sanitation Teams, the Water Sanitation Development Boards and beneficiary communities. The focus of this study is on district level participants and to some extent the chairpersons of the Water Sanitation Development Boards of the four participating districts in Northern Ghana.

Q Methodology sampling, a sampling technique specific to Q Methodology, was used to generate participants for the collection of data. The details of the sampling process for the second level of data collection are presented under the section Q Methodology.

3.5 Data Collection Methods

Research methods denote the tools and techniques employed within a research methodology to realise the objectives of a study (Ahiadeke, 2008). In this study, a mixed methods approach was employed to address the research questions. These methods included; survey, in-depth interviews and Q Methodology.

3.5.1 Survey Method

The survey method involves the use of a structured questionnaire to solicit responses from respondents (Ahiadeke, 2008). Two different surveys employing structured questionnaires were undertaken in the study between October 2010 and October 2011. The first survey was done among 31 programmes implemented between 2000 and 2010 in the Upper West Region of Ghana while the second survey was among fifty-two evaluation participants of three selected evaluations in ten districts across Northern Ghana. The unit of data collection and analysis in the first survey was the programme. In the second survey, the unit of data collection was the individual evaluation participant. For the first survey, all programmes implemented between 2000 and 2010 in the UWR and who were willing to respond to the questionnaire were studied. Only two of the seventeen organisations involved in implementing poverty reduction programmes and fall within the study design failed to respond to the questionnaire and the interviews.

In the second survey, a total of 100 respondents consisting of fifty evaluation participants of DWAP, 25 participants of the JICA CHPS Project and another 25 participants of the STWSSP 2, based upon preliminary survey results, were expected to respond to the questionnaire. Fifty two of the targeted participants responded to the questionnaire. The first questionnaire collected information on the profile of evaluation in developments programmes while the second questionnaire gathered information on respondents' involvement in the evaluation process and their experiences of the use of evaluation.

3.5.2 In-depth Interviews

In-depth interviewing is a qualitative research method involving the intensive conduct of individual interviews with a small number of respondents to explore their perspectives on a particular topic that they have knowledge or interest in (Boyce & Neale, 2006). These interviews were conducted with people who had evaluation responsibility as well as programme managers of the three evaluations as well as other people who had interesting evaluation experiences. Types of information collected from these interviews included types of evaluation, characteristics of evaluation in Ghana, uses of evaluation, factors affecting evaluation use and how evaluation served as learning mechanisms for programme enhancement.

3.5.3 Q Methodology

Q Methodology is a special method used for studying subjectivity. It is a mixed-methodological approach that combines the strengths of both qualitative and quantitative research traditions with the view to enabling the subjective realities of participants in a research to be embraced (Amin, 2000; Cross, 2005; Danielson, 2009; Ward, 2009). Q Methodology uses a statistical technique known as by-person factor analysis to study subjectivity (Nelson, Dierberg, Šćepanović, Mitrović, Vuksanović, Miloš & VanRooyen, 2005).

Studying subjectivity has often been perceived to be a complicated and a nearly impossible task (Amin, 2000; Militello & Benham, 2010). However, the emergence of Q Methodology in the mid 1930s paved the way for the systematic study of public view points, values, experiences and positions (Amin, 2000; Brown, 1980; Ward, 2009). Q Methodology is based on two premises on subjectivity; firstly one's subjectivity is communicable to others (McKeown & Thomas, 1988), and secondly subjectivity is advanced from the point of self reference (Amin, 2000; McKeown & Thomas, 1988). The methodology allows for the categorization of individuals according to their subjective feelings about a topic without requiring preconceived ideas regarding the structure of those subjective feelings (Barbosa,Willoughby, Rosenberg & Mrtek, 1998; Ward, 2009).

The uniqueness in the methodology lies in its ability to transform perceptions, feelings, attitudes, experiences, literature and music into operant factors (Plessis, 2009). Over the years, Q Methodology has been used widely in psychology, political science and in recent times it has witnessed increased use in other disciplines in the social sciences and in the health sciences (Brown, 1996; Brown, 2005; Danielson, 2009).

This method was used to explore the substantive issue being investigated in the research; process use of evaluation. Q Methodology was adopted for the study because of its unique advantages including:

- its ability to generate and categorise a range of ideas about the topic under investigation (Amin, 2000; Brown, 1980; Danielson, 2009),
- its acceptance of small sample sizes without causing validity and reliability problems (Brown, 1980; Watts & Stenner, 2005), and above all
- its conformity with the constructivist learning theory upon which the study is based (Boroş, Visu-Petra & Cheie, 2007).

Stephenson (1935a, 1935b & 1953, cited in Akhtar-Danesh *et al.*, 2008; Baumann & Cordingley, 2008; Brown, 1996) is believed to have proffered Q Methodology as a tool for exploring varying perspectives held by persons regarding different issues. Stephenson was believed to be the last assistant to Spearman, the one who introduced factor analysis (Brown, 1997).

Ontological, Epistemological and Methodological Basis of Q Methodology

Methodologically, Q Methodology is more a qualitative research method rooted in constructivism (Boroş, Visu-Petra & Cheie, 2007; Coast 1999). Qualitative research seeks to enable the understanding of a phenomenon from its natural context or state. It emphasizes the immersion in and understanding of human meaning ascribed to a circumstance or a phenomenon. It aids in the understanding as well as providing explanations to complex issues.

According to Brown (1980), constructivism examines the world from the internal standpoint of the individual being studied. The real world in Q Methodology is perceived to be unique to each and every person and subjectivity is the basis of reality (Stephenson, 1953, cited in Boroş, Visu-Petra & Cheie, 2007). Epistemological constructivism which postulates that people behave in certain ways in line with what they perceive as reality and not that their behavior itself constitutes reality is what guides Q Methodology (Iliescu, 2005, cited in .Boroş, Visu-Petra & Cheie, 2007). Herbst (1970, p. 5, cited in Boroş, Visu-Petra & Cheie, 2007) amply articulated epistemological constructivism as follows:

> "every person as a result of his aim-directed behavior builds a behavioral universe and the laws in terms of which it operates. Each behavioral universe is thus a subjective world. There are, then, a multitude of behavioral universes of which is a subjective world."

Q Methodology argues that even if each person was the inventor of his universe, the underlying principles governing the universe are the same for everyone, just as is the case of units of measurement. It is thus possible to forecast an individual's communication and behavior generally if one has advance knowledge of his/her schemata

(Stephenson, 1953, cited in Boroş, Visu-Petra & Cheie, 2007). The central issue is not what one knows but one's reaction to a phenomenon. Consequently the concept of concourse and schemata are central to Stephenson's (1953) concept of subjectivity.

Concourse is the personal, subjective opinions of people, as they appear as reality to them. Each statement in such a concourse circumscribes knowledge that is shared by the community and is familiar to its members, even if it has different meanings for different persons, or even the same person in different contexts (Brenner et *al.*, 1998). Schema is a system of organizing and perceiving new information. According to Stephenson (1986a), the individual based on previous experiences develops interests, values, beliefs among others, not as items of knowledge or information stored up in memory, but as active systems which determine what the individual will perceive or react to. One does not behave according to the situation itself, but according to the schemata he has developed during his experience. These schemata are operant factors and are inner to the individual and not determined by external, objective situations.

Thus ontologically, Q Methodological is in line with relativism in which there is the view that there is no single reality and that reality is socially and contextually defined. The corresponding epistemology is that, the internal standpoint of the individual is the one being studied. The individual being studied is made to assume a frontier role of behavior in the process of generating knowledge (Brown, 1980). In Q methodology, the subject of the study in his/her natural state is allowed to speak for himself/herself.

Differentiating Q Methodology from R Methodology and Rating Scales

Q Methodology is leaned more towards qualitative methods at the point of data collection but it is more rigorous at the point of analysis (Durning & Brown, 2008; Watts & Stenner, 2005). In Q Methodology, the population and the sample are not as rigidly defined as in quantitative research. The sample does not have to be randomly drawn from the population. Respondents are chosen for the research because they have special relevance to the topic or hold strong views about the topics of interest. Also the sample size is relatively small and it is not unusual to have one case study in detail. The focus is on in-depth analysis of small number of cases rather than the analysis of large number of cases.

Q Methodology is distinct from quantitative methodology/ R Methodology in that, Q Methodology is subjective in nature while R Methodology is objective in nature. The nature of the correlation and clustering that occurs with Q Methodology and R Methodology is also distinct. R Methodology studies the relationships among objective variables while Q Methodology studies the relationships between persons (Brown, 1980). R Methodology has the ability to abstract traits and attributes from individuals and based upon which generalizations are made to the larger population. Thus, R Methodology relies on large samples of subjects to explore variability between cases (Rohrbaugh, 1997).

Q Methodology is concerned with patterns of subjective perspectives across individuals. Q Methodology identifies how individuals with like views perceive an issue (Durning, 1996). It also reveals how individuals with different views see the issue. Q Methodology is less concerned with the ability to generalize the findings from the analysis. Rather, it uses smaller, well-selected samples to analyze variability within cases (Rohrbaugh, 1997).

Brown (1980) contrasts Q Methodology from rating scales. Brown (1980) noted that, even though, the use of rating scales is an attempt at putting internal standpoint of the investigated at frontline in generating knowledge, it has lacked quality partly due to its requirements to operationally define concepts and issues in a research.

Rating scales according to Brown (1980) solicits responses and generates findings which are a reflection of the items expressed. Scales are noted to have correct answers, and a subject qualifies as anomie by responding in a way that will describe or label him/her as such. When he does respond that way, a score is generated for him/her indicating that he has anomy. The individual person is implicitly conceptualized as the sum of all his measurable traits. Thus, rating scales define in advance what a response is to mean. The subject's responses are used by the investigator to aid him in bringing his concept into being (Brown, 1980). However, as argued by Wittgenstein (1971b), an individual's relationship to his words is wholly different from everyone else's. When an individual responds to a scale item, therefore, the meaning and significance of his response may differ in major respects from the meaning assumed by the observer. Individuals usually have viewpoints and are generally capable of articulating these viewpoints.

Operant subjectivity differs from rating scales and questionnaire methodologies. A subjective operant is neither right nor wrong unlike a response to a scale. A person's judgment on how to solve a political dispute is simply his viewpoint which may be regarded by some as belonging to the opposition or belonging to the ruling party.

Similarly, operants, unlike scales or tests, are not dependent upon constructed effects. In other words, nothing is postulated beforehand. Rating scales limit behavior by replacing the subject's meaning with the meaning given by the investigator. The investigator also ends up studying the constraints and not the behavior. According to Stephenson (1973), the correlation and factor analysis of scale responses leads to a taxonomy of tests and not a taxonomy of behavior.

In an operant approach, the subject of the study in his/her natural state is allowed to speak for himself/herself. The phenomenon is first observed and a concept is attached to it. Q Methodology provides flexible procedures for the examination of subjectivity within an operant framework. A Q sort depicts a picture of how an individual perceive things. The Q sort is thus subjective and self referent. The individual merely operates with the sample of statements in order to provide a model of his viewpoint on the subject matter under consideration. The resultant factors reflect categories of operant subjectivity, that is, persons bearing family resemblances in terms of subjectively shared viewpoints (Stephenson, 1973; 1977). All is subjective, yet the factors are usually reliable and easily replicated, and are subject to statistical summary which facilitates more careful description and comparison.

Limitations of Q Methodology

Q Methodological studies have been criticized for not being reliable as basis for generalizing into larger populations (Schlinger, 1969, cited in Plessis, 2009). The focus of Q is centrally on the point of view of the respondent (Baker, Thomson & Mannion, 2006). It is contended that by placing a Q sample statement somewhere in a continuum, it affects the placing of the next statement when the assumption of independence is applied. A large Q sample at 0.01 level of significance combats this problem (Baker, Thomson & Mannion, 2006)). Q Methodology is time intensive for the researcher (Denzine 1998, cited in Plessis, 2009; McKeon &Thomas, 1988). A substantial amount of time is spent on the initial stage of structured interviewing to elicit statements that can be considered for inclusion in the set of statements for the Q sort. Besides, the Q sorts also take time to complete, as participants usually need quite detailed advice on strategies for sorting the statements (Danielson, 2009).

The Process of Conducting a Q Study

The process of conducting a Q study involves the following sequential stages:

- generation of ideas about the research topic (Concourse),
- generation of Q Samples
- generation of Person Samples, and
- development of Q sorts (van Excel & de Graaf 2005; Webler, Danielson & Tuler, 2009).

Concourse in Q Methodology lexicon refers to the range of ideas or opinions that is sufficiently representative of the "universe of viewpoints" about a topic (Brown, 1993, cited in Akhtar-Danesh *et al.*, 2008; Boros *et al.*, 2007). It constitutes the first stage of Q Sampling and involves sourcing information from a variety of people with interest in a topic under discussion or investigation. This assembly of opinions can be obtained from interviews, news media, magazines, professional journals, Internet (Amin, 2000; van Excel & de Graadf, 2005). A concourse is not restricted to words only. It can include collections of painting, pieces of art, photographs, and even musical selections (Akhtar-Danesh *et al.*, 2008; Brown, 1993; Boros *et al.*, 2007; Kalley, 2007; van Exel & de Graaf, 2005).

The concourse for research question three consisted of reported statements of what constitutes process use in evaluation as found in peer reviewed journal articles and books on evaluation use as well as interviews with programme managers and evaluators. The works of Baptist (2010), Forss *et al.* (2002), Harnar and Preskill (2007) and Patton (2008) on process use have mainly informed this concourse. Literature review on process use studies by Amo and Cousins (2007), King (2007), Lawrenz, Huffman & Mcginnis (2007) among others were used to compliment the statements generated by Baptist (2010), Harnar and Preskill (2007), Forss *et al.* (2002), and Patton (2008).The second concourse which addressed research question four reflects evaluators' perception of what constitutes the factors affecting process use of evaluation. The 1986 Cousins and Leithwood framework (Cousins & Leithwood, 1986) of factors affecting evaluation use expanded by Johnsons *et al.* (2009) and Baptist (2010) have mostly informed this concourse. Other recent works by Cousins *et al.* (2004), Smits and Champagne (2008), Cousins (2001), Amo and Cousins (2007) provided information into the generation of this concourse.

Research question five concourse consisted of reported statements in published literature about what constitutes the form of stakeholder involvement in evaluation required to facilitate the occurrence of process use. The works of Bryson *et al* (2011), Preskill and Caracelli (1997), Cornachione *et al* (2010), Estrella and Gaventa (1998), McDonald (1999) and Rossi *et al* (2004), Cousins (2001), Smits and Champagne (2008) have been the dominant sources of information for this concourse. In the case of all the concourses, the statements generated were complimented with interviews with five programme managers and ten programme staff.

The second stage of Q study is generating the Q Samples. The Q Sample or Q Set is a set of statements that offers the fullest range of viewpoints on a subject matter (Karim, 2001). The sample may contain both negative and positive statements but should not contain two polar statements with the same opinion (Amin, 2000). Webler *et al*. (2009) acknowledge that good Q statements should be short, "stand-alone" sentences that are easy to read and understand. The statements should accurately represent what is said in the concourse and should be designed to be interpreted in the context of all the other questions. Q Sample generation involves subjecting the concourse statements to critical analysis in order to avoid duplications, ensure clarity of statements and avoid ambiguity. Thus, technically, the Q Sample is referred to as the refined statements generated from the concourse.

Two technical approaches are available for deriving the Q Sample (Barbosa *et al.*, 1998; Brown, 1980; and McKeown & Thomas, 1988): unstructured sampling and structured sampling. Unstructured sampling provides a survey of positions or perspectives with respect to the issue under investigation. The aim is to select a representative, though not necessarily exhaustive, set of statements from the concourse so that the Q Sample represents all the major ideas, viewpoints, feelings, and opinions in the concourse (Barbosa *et al*, 1998). In contrast, structured samples purposely select statements to cover a range of topics and seek to avoid biases in over- or under sampling of particular subject areas (Barbosa *et al.*, 1998). This approach can be conducted through deductive process based on a priori hypothesis or theoretical considerations.

There is usually more than one dimension (e.g., methodological and technical) in the statements (Brown, 1993). Therefore, statements can be arranged in a two-way table.

An equal number of statements are then selected from each of the cells. This specific type of design for selecting Q Sample is known as Fisher's experimental design (Brown & McKeown & Thomas, 1988). If there is no theoretical hypothesis, an inductive approach is used in which categories or themes emerge from the statements in the concourse (Akhtar-Danesh *et al*., 2008).

In the generation of the Q Sample, the concourse statements were first subjected to field test among 5 programme managers and 10 project staff to find out how the statements represent the perception of evaluation stakeholders. The field test helped to identify all statements that were duplicating each other as well as those which were not very clear. These statements were edited to ensure accuracy in grammar as a way of increasing face validity. Following the field test, structured sampling using the inductive approach was applied; that is, using the themes or categories that emerged from the statements in each concourse as the basis for selecting the statements for each of the Q Samples.

For concourse 1, four themes consisting of programme strengthening, enhancing shared understanding, development of evaluation capacity and organisational development emerged. Using Fisher's balanced block design, nine (9) statements were taken from each block, giving a total number of 36 statements. An additional statement was randomly picked from among the remaining statements in order to allow for the attainment of a -4 to +4 distribution. The statements that make up Q Sample 1 are contained in the analytical results in Appendix 2.The themes that emerged from concourse 2 were evaluation purpose and process; evaluator's skills and competencies;

programme context or organisational decision-making processes; and stakeholder involvement.

The same process of arriving at the 37 statements for Q Sample 1 was used to generate the 37 statements for Q Sample 2. These statements are contained in the analytical results table in Appendix 3. In the case of Q Sample 3, the themes that emerged were medium of involving stakeholders and planning for the involvement of stakeholders in the evaluation. Twelve statements were taken from each of these two themes. An additional statement was randomly picked from among the remaining statements in order to satisfy the -3 to +3 distribution selected for the Sort. These statements are contained in Appendix 4. There is no consensus on a definite number of statements appropriate to a Q Sample. Cross (2005) argued that Q studies can be carried out with as few as 10 statements because participants have the opportunity to express their point of view. Barbosa *et el.* (1998) report of repeated studies that show that the number of factors or attitudinal groups resulting from the analysis does not change with the use of a small Q Sample, if it represents all the existing ideas. Băban (2002) cited in Kalley (2007), recommend a range of between 10 and 100 statements as capable of producing efficient results. To Brown (1980), 20 to 60 Q-samples are generally used with respondents distributing their answers on a scale of from –3 to +3 through to –5 to +5.

Generation of Person Samples is the third stage in a Q study. Q Sampling purposefully selects individuals to make sure that certain viewpoints are included based upon the research question; and is therefore not a random population (Brown & Ungs 1970 cited in Ward, 2009; Kallay, 2007; van Excel & de Graaf, 2005; Webler *et al.*, 2009). Q studies generally do not need a large sample of participants as other methodologies require for statistical power. Brown (1980, 1993) asserts that no more than 40 participants are necessary to represent the viewpoints of a population. Watts and Stenner (2005) states that most Q studies are effective with 40-60 participants and that the number could be much fewer. Dillman (2000) and Danielson (2009) propose between ten and fifty people as appropriate for a normal Q study while Webler *et al*. (2009) found that most Q studies had participants ranging between 12 and 20.

The important thing in Q Methodology is the factors with at least four or five persons defining each; beyond that, additional subjects add very little (Akhtar-Danesh *et al.*, 2008; Brown1980; Van Excel & de Graaf, 2005; Webler *et al*., 2009). Thus, the key issue is not the number of participants but the representation of different points of view about the theme of the study (Dennis, 1986). The objective in Q Methodology is to be able to describe typical representations of different viewpoints rather than to find the proportion of individuals with specific viewpoints (Akhtar-Danesh *et al*., 2008). Three groups of person samples (P Sets) were created.

A P Set refers to the group of participants who sort the Q Sample in a Q study (Akhtar-Danesh *et al.*, 2008; McKeown & Thomas, 1988). The P Set 1 consisted of participants of all the three evaluations. P Set 2 consisted of the DWAP participants while P Set 3 was made up of participants of the evaluation of the JICA supported CHPS project and participants of the valuation of the STWSSP. The distribution of participants according to the different P sets was mainly based on the number of target respondents in each of the evaluations. Development of Q Sorts constitutes the fourth stage in a Q study.

A Q sort is a special questionnaire used in Q studies. It is generated by assigning random numbers to each of the statements in the Q Sample. It consists of a pack of randomly numbered cards (number of cards in a pack corresponds to the number of statements in the Q Sample). Each card contains one statement of the Q sample. The pack also includes a guide, a score sheet containing the distribution for the Q sorting task, and a list of instructions. The cards are what participants actually sort. These cards were printed on heavy paper using a legible font type and size and cut into uniform sizes of the size of a complimentary card. They were then bound together with an elastic band. Each band was double-checked to be sure that each set of cards contains exactly one of each element as duplicates or missing items has the potential to ruin a sort.

The guide gave instructions as to how respondents were to rank the statements. Participants were instructed to sort the cards in accordance with a rule referred to as the condition of instruction, and from the person's point of view regarding the issue (Van Excel & de Graaf, 2005). The score sheet was a single page. It had the question that was to be addressed at the top and answer spaces underneath as shown in Table 3.2. Three Q Sorts (Q Sort 1, 2 and 3contained in Appendix 1) were developed to address respectively the three research questions (Research Questions 3, 4 and 5). The shape of the Sort is a quasi-normal distribution. According to van Excel and de Graaf (2005), the kurtosis of the distribution depends on the nature of controversy surrounding the topic. Cases where involvement, interest or knowledge of the respondents is expected to be low, or a relatively small part of the statements is expected to be salient, the distribution should be steeper in order to leave more room for ambiguity, indecisiveness or error in the middle of the distribution.

Table 3.2: Example of Score Sheet of a Q Sort

Which of the statements in package 2 about the **factors that determine the occurrence of process use** in evaluation do you strongly agree with or strongly disagree with?

Strongly Disagree				Neutral		Strongly Agree		
-4	-3	-2	-1	0	+1	+2	+3	+4

Authors Construct (April, 2011)

However, in cases where respondents are expected to have strong or well articulated opinions on the topic at issue, the distribution should be flatter in order to provide more room for strong (dis)agreement with statements. In this study, steeper distribution was selected because process use was still an emerging concept and relatively new to most evaluation participants. The Q Sort includes a rating scale across the top that can range from –3 to 3 to –6 to 6 (Akhtar-Danesh *et al.*, 2008). Tracking questions as name, age, educational qualification, and experience with evaluation, among others were put on a different page.

The list of instruction is important and helpful as back up to the oral instructions to participants during sorting process, especially if they are to do the sorting in the absence of the Q researcher. The lists of instructions for each of the three sorts are presented as part of the Q Sort package in Appendix 1. Once the Q Sorts were developed, they were administered to individual participants in a face-to-face solo interview session. This helped the researcher to understand the results better, leading to a more penetrating interpretation. Up to 40 minutes was found to be adequate for Q Sorts with 37 statements while 30 minutes was allocated to the Q Sort with 25 statements. One of the completed sorts for Q Sort 1 is presented in Table 3.3.

Table 3.3: Example of a Completed Q Sort

Strongly Disagree				Neutral			Strongly Agree	
-4	-3	-2	-1	0	+1	+2	+3	+4
36	6	3	14	1	4	27	7	2
15	8	13	32	9	18	22	19	23
	11	29	10	28	17	30	16	
		10	20	31	22	33		
			29	24	34			
			37	25	35			
				26				

Source: Authors Construct (October, 2011)

3.6 Data Processing

All completed questionnaires and Q Sorts were checked on the field to be sure that they were complete and were without mistakes. This was because especially in the case of Q Methodology, mistakes can be difficult to remedy later and can render some completed sorts invalid for use. Once their completeness was assured, they were inputted into SPSS and PQ Method. SPPSS was used to process the institutional survey data while PQ Method was used to process the data from the Q Sorts. The completed data entries were manually checked to be sure that there were no data entry mistakes. This was more the case with the use of SPSS as PQ Method software will not allow you to proceed if a mistake is made.

3.7 Data Analysis

In the case of analysis of the data from the Q Sorts, PQ Method Software, specially designed software to aid analysis was used. The principle behind Q data analysis is that some statements are relatively more important than others. Thus, the extreme polar statements are given more weights compared to the statements near the centre (Brown, 1980). The patterns of responses, known as factors, are based on statistical similarities and dissimilarities among the respondents. Q Methodology data analysis involves the calculation of intercorrelation matrix between the variables being evaluated, mathematical extraction of factors (by person factor analysis), factor rotation, flagging of factors and factor interpretation (Barbosa *et* al., 1998 and McKeown & Thomas, 1988).

Two methods of factor analysis are supported by the Q Method software: Centroid factor analysis and Principal Component analysis. Centroid analysis is the method of choice for most people in the Q Community but is not much used outside the Q community these days, whereas Principal Component analysis is the default method of factor extraction in statistical packages like SPSS. According to Watts and Stenner (2005), the appeal of the Centroid method to Q methodologists is that “it leaves them free to consider any data set from a variety of perspectives, before selecting the rotated solution which they consider to be the most appropriate and theoretically informative” (Watts & Stenner, 2005, p 81).

In this study, principal component analysis was used because of its wider appeal and use beyond the Q Community. It is also much easier to use especially for beginners because much of the analytical results are automatically generated and require minimal contribution of the researcher. The essential outputs of the analysis of each of the three Q Sorts are presented in the results and discussion chapter (Chapter Four), while all the outputs are presented in Appendix 2, 3 and 4.

Interpretation of the factors proceeds from the output generated at the end of the analysis. Factor interpretation is about generating descriptions of social perspectives contained in each factor. Factor interpretation is something of an art, even though experience and familiarity with the topic helps immensely (Brown, 1980). Three outputs of the analysis – distinguishing statements, normalized factor scores, and consensus statements, are particularly relevant in interpreting the perspectives that have emerged. Each factor is interpreted using the statements specific to that factor. These statements in Q Methodology diction are called distinguishing statements.

These statements define the uniqueness of the factor and therefore form the basis for interpreting the factor. A distinguishing statement for a factor is a statement that its score on that factor is significantly different from its score on any other factor. The Normalized Factor Scores, which are basically the equivalent of a Q Sort, are also of particular interest (Valenta & Wigger, 1997). The highest-ranking statements are those that loaders on this factor said were most like how they think, while the lowly-ranked statements indicate the issues that the participants felt were less like how they think. These high and low ranked statements are weaved together into an explanation of how people who loaded highly on this factor see the subject matter.

Chapter Four presents the meanings of the factors that emerged for each of the Q Sorts. During factor interpretation, comments made by the Q participants during the Q sorting process were used to aid in the interpretation. The accuracy of the interpretation was verified by asking the relevant (significantly loaded) participants to comment on their views about the theme of the study (Akhtar-Danesh *et al.*, 2008; Dennis, 1988; Watts & Stenner, 2005).

Validity of a Q-study is evaluated by content, face, and Q-sorting validity. Content validity of statements in this study was undertaken through literature review and piloting the statements among a selected sample of potential respondents (Polit & Beck, 2008; Valenta & Wigger, 1997). Face validity of the statements was achieved through editing the statements for grammar and readability (Valenta & Wigger, 1997). There is no external criterion for evaluating an individual’s response to a particular statement (Brown, 1993), thus, each individual’s set of rank-ordered statements is deemed a valid expression of his or her opinion.

Reliability of the Q-sorting has been verified using the test-retest procedure contained in Q Method Software. A test retest reliability of 0.95 for a factor is significant for the factor to be reliable (Brown, 1980; Dennis, 1992). The reliability results for each of the factors in all the three research questions were above 0.95, an indication that the results were very reliable.

CHAPTER FOUR: RESULTS AND DISCUSSIONS

4.0 Introduction

This chapter presents and discusses the results of the analysis of the data collected. Five main results are presented and discussed in accordance with the five research questions the study addressed. The outputs of each of the research questions are presented in the following sections of the chapter.

4.1 Evaluation Processes in Northern Ghana

This subsection of the research takes a look at evaluation processes used in programmes in Northern Ghana and analyses the implications of these processes for the use of evaluation.

4.1.1 Profile of Programmes and Respondents

Table 4.1 shows the programme evaluations in which the survey was conducted and agencies within which the programmes were implemented and evaluated. The bulk of the programmes came from local non-governmental organisations (48%) and those implemented by governmental organisations (37%).

Table 4.1: Profile of Programme Evaluations Analyzed

Type of organisation	Number of evaluated programmes	Percentage
Ministries Departments and Agencies	10	37
International Non Governmental Organisations	4	15
Local Non Governmental Organisations	13	48
Total	27	100

Source: Institutional Survey (October, 2010)

Table 4.2 provides the organisational backgrounds of the respondents. Over half of the respondents came from the MMDAs who are at the centre of service delivery at the local level. MDAs staff came mainly from the staff of the Ghana Health Service at the community based health planning programme office at the regional and district levels involved in the implementation of the JICA supported CHPS programme. Other agency staff came from the Community Water and Sanitation Agency involved in the implementation of the STWSSP. The average age of respondents was 43 while the average number of evaluations respondents participated in was three. On the average, respondents have five years of working experience on the programmes that were evaluated. Experience of the programme and evaluation is important because the study basically seeks to capture the experiences of respondents on evaluation use.

Thirty-nine percent and 29% of respondents respectively had Bachelors and Master Degrees, while only 13% and 19% had Diplomas and Certificates respectively. Table 4.3 shows the disciplinary backgrounds of respondents. Substantial numbers (56%) had backgrounds in development studies. Respondents thus have knowledge and experience of the subject matter under discussion which is vital to the successful conduct of Q studies (Brown, 1980; Webler *et al.*, 2009).

4.1.2 Evaluation Status and purpose in Development Programmes

As depicted in Table 4.4, 87% of all programmes in the study have a functioning evaluation as a programme component. Careful observation of the data showed that only programmes with shorter durations (less than three years) and which were in response to emergencies did not have evaluation conducted on them.

Table 4.2: Organisational Background of Respondents

	No. of Respondents	Percent
Regional Coordinating Councils	8	15
District Assemblies	29	56
Departments and Agencies	15	29
Total	52	100.0

Source: Survey among Evaluation Participants (April, 2011)

Table 4.3: Disciplinary Backgrounds of Respondents

	No. of Respondents	Percent
Development Studies	29	55.8
Health Science	6	11.5
Computer science	1	1.9
Finance	5	9.6
Public Administration	5	9.6
Education	1	1.9
Engineering	5	9.6
Total	52	100.0

Source: Survey among Evaluation Participants (April, 2011)

The incorporation of evaluation in almost all the programmes is not surprising as development agencies have over the years required evaluation as a major component of programmes for securing funding for development interventions (Hatry *et al.*, 2010). What is important, however, is not the mere existence of evaluation in programmes, but what the evaluation brings to the programme in terms of achievement of programme goals and objectives as well as strengthening organisational learning.

Table 4.4: Status of Evaluation in Programmes

	No. of Programmes that have Evaluation		Total
	Number	Percent	
Local NGO	13	87	15
INGO	4	80	5
MDAs	10	91	11
Total	27	87	31

Source: Institutional Survey (October, 2010)

Table 4.5 depicts the expectation programme staff have of evaluation. About 82% expect to learn lessons for the purpose of improving upon their programmes. An equally significant recognition (70%) is paid to conducting evaluation as a fulfilment of donor demands (accountability). When programme staff have the perception of evaluation as a fulfilment of donor demands, the posture and attitude of programme staff towards evaluation is affected negatively.

Table 4.5: Perception of Evaluation Participants of the Purpose of Evaluation

	No. of Respondents	Percent
Mandated by sponsor and has to be fulfilled	35	70.0
Staff will learn lessons to improve upon the programme	41	82
Meant to pass judgment on the performance of the programme	34	68
To produce knowledge	16	32
To document the success story of the programme	1	2

Source: Survey among Evaluation Participants (April, 2011); NB: Multiple response question

They become passive to evaluation efforts and merely respond to questions and will not go to the extra mile to provide additional or other information which will be very important but has not been solicited for. Thus the demand for accountability both downwards and upwards, even though vital, should not result in the sacrifice of the need of evaluation for programme improvement. Sixty-eight percent of respondents perceive evaluation as passing judgement on their programmes. This perception of evaluation as a tool for passing judgement on the performance of programmes is often interpreted by programme staff to mean evaluation is used as a tool to arbitrarily terminate or cut the budget of programmes (Podems, 2007).

The perception of evaluation as a judgemental tool was strong among both programme implementers and evaluators. Evaluation as a means of judging the merit and worth of a programme should not connote negativity; that is, it necessarily leads to the termination or reduction in the budget of a programme. The essence is to learn from the programme and find out ways that the programme could be further strengthened. Both programme staff and programme implementers need to cultivate this mentality and consciously approach evaluation as a programme improvement measure. According to programme managers, donors controlled 85% of the decision on the purpose of evaluation. This confirms the literature on evaluation status in the developing world where donors are drivers of evaluation (McDonold, 1999 and Rebien, 1996).

Programme implementers are classified as one of the most important stakeholders in evaluation (Bryson *et al.*, 2011 and Rossi *et al.*, 2004). They provide much of the data required for the evaluation and are ultimate users of evaluation. Their voice in the decision-making process of evaluation is therefore vital to ensuring the realization of evaluation that is used. Mechanisms therefore have to be developed in a way that programme managers and their staff have an influencing input into the purpose of the evaluation so as to ensure that information required for improvement by management of the programme becomes a prominent part of the evaluation. Adopting a participatory evaluation approach or what Patton (2008) describes as utilization focused evaluation approach seems to be the way forward for placing intended users of the evaluation at the centre of decision making concerning the evaluation. This is particularly vital if maximum use is to be made of process use.

4.1.3 Evaluation Types in Programmes

Prominent in programmes as shown in Table 4.6 include, mid-term evaluation, programme completion study, impact assessments, quarterly and annual reviews. Mid-term, quarterly and annual reviews were examples of ongoing evaluations. Monitoring has also been institutionalised and given prominence in all the programmes. Monitoring activities include checking on service providers to ensure they are delivering quality services in accordance with contracts; checking also the quantum and timely delivery of the services and their spatial flow, as well as checking on staff by superiors or higher level organisations checking on lower level organisations to ensure compliance among others; and staff checking on functionality status of facilities. However, in only two programmes were developed checklists used for monitoring activities. As a result, there is often not enough basis for assessing whether progress is being made and whether feedback is being used.

For local Non Governmental Organisations as YARO and ADRA who were involved in an European Union Food Security Project, it was observed that they were implementing a rigorous performance monitoring system aided by a checklist specially designed for the monitoring purpose. Such rigorous monitoring enabled staff and management of the projects and programmes to assess their performance in relation to others and motivated them to work harder for excellent performance. To derive maximum benefit from monitoring, checklists have to be developed and used during monitoring visits to collect information. This information is subsequently analysed in order to provide evidence, based upon which progress can be assessed.

Table 4.6: Types of Evaluation in Programmes

Type of evaluation	Frequency of occurrence	
	Frequency	Percent (%)
Impact assessment	8	14
Mid-term evaluation	11	19
Project completion	18	31
Quarterly reviews	6	10
Annual reviews	7	12
Total	50	100

Source: Institutional Survey (October, 2010); NB: Multiple response question

An analysis of the data from the institutional survey showed that programme completion accounts for 31% of evaluation within the period while mid-term evaluation accounted for 19%. Programme completion evaluation remains a major type of evaluation carried out in programmes. Project completion evaluation is carried out about six months before the end of the programme with the aim of determining the attainability of programme outcomes, efficiency and sustainability. It reports on the accomplishments of programmes in terms of outputs and early indicators of outcomes. Consequently, they are perceived as serving more the accountability needs of donors than programme improvement needs (Bamberger, 1989).

Mid-term reviews, in spite of the enormous potential they have in providing feedback into the programme during its life, were observed as a less prominent type of evaluation in programmes. Organisations that seek to use evaluation to improve or strengthen their programmes should therefore encourage the use of quarterly, annual and mid-term evaluation in their programmes. These forms of evaluation, even though, are less prominent compared to project completion, were perceived to be in a better position to uncover errors early which are immediately nib in the bud before they escalate. Similarly, best practices are identified early and vigorously promoted in the programme.

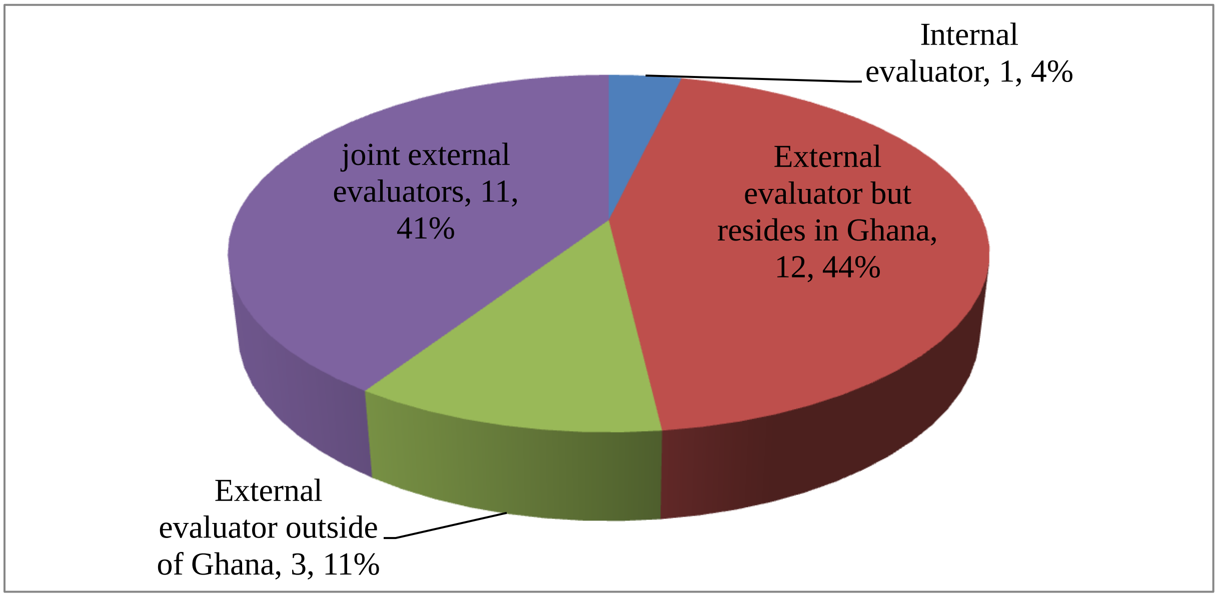
The different stakeholders from the different organisations that met for the quarterly and annual reviews provided a platform for exchange of information and for learning to take place. On-going evaluation especially the special studies type undertaken usually to deal with specific issues during the course of project implementation was also not prominent in programmes.

Another categorization of evaluation is whether it is conducted internally by organisations implementing the programme or externally by consultants. As shown in Figure 4.1, most (96%) evaluations were conducted by external consultants. The use of external evaluators was perceived to add credibility to the evaluation and to allow for a different opinion to be brought to bear on the programme. The use of an external person was also perceived as providing an opportunity for programme management or staff to make a case for changes in some programme aspects which adversely affect its performance but which management or donors have been reluctant to change.

An external person also provides them with a platform where staff can talk about the programme dispassionately mindful that he/she will not be victimised because the external person will not be reporting on what individuals say compared to internal evaluation where everyone is known to the other.

According to Torres and Preskill (2001), externally conducted evaluation remain prominent because of the continuous view of the role of the evaluator as an independent expert. To them, the desire for objectivity in evaluation; the lack of training, skills, and expertise in collaboration and facilitation among evaluators; the lack of resources for making evaluation work more inclusive and collaborative, particularly with large-scale, multisite evaluations; and the lack of awareness among evaluation clients that other approaches are available or appropriate, and could be beneficial in particular ways perpetuates this view of the role of the evaluator.

Figure 4.1: Types of evaluation - Internal Verses External



Source: Survey among Evaluation Participants (April, 2011)

A challenge noted with the use of external evaluators by respondents relates to the limited time available to them to do their work. Consequently, much probing and triangulation were alleged not to be undertaken; non verbal communications were not properly understood resulting in misrepresentations and conclusions and recommendations which stall programme progress and mar the reputation of organisations. It is important to note also that evaluators also complained of the attitude of programme staff toward evaluation. Programme staff were perceived to rank other activities in their organisations/programmes, more important than the evaluation.

It was revealed that evaluations that fell into the internally conducted evaluation were the quarterly and annual reviews. These were perceived as providing direct input into decision making for improving and strengthening programmes but suffers from credibility problems. Issues perceived to be sensitive and not supported by management may also be stifled under internal evaluation for fear of victimisation. The findings from the work of Preskill and Caracilli (1997) illuminates what is perceived as the attributes of internal and external evaluations. It was found that external evaluators were slightly more likely to agree that the purpose of evaluation is to investigate the merit or worth of an evaluand (83%) than were internal evaluators (76%), and internal evaluators were more likely to agree (97%) that the purpose of evaluation is to facilitate organizational learning than were external evaluators (84%).

The way forward for deriving value from both externally and internally conducted evaluation is to ensure a marriage between the two types of evaluation. It was observed that in two of the programme evaluation in which detailed studies were conducted, the evaluation teams consisted of both external and internal persons. As shown in Figure 4.1, there is significant local content in the conduct of evaluation. Cumulatively, local content defined here as the proportion of Ghanaian evaluators involved in evaluation activities, is inherent in 85% of evaluations conducted. However, since there is no baseline target to compare the current value of 85% with, it would be difficult to pass a judgement on whether there has been an improvement or not. It was observed that 41% of evaluations involved partnership arrangements between Ghanaian evaluators and foreign evaluators. The Organisation for Economic Cooperation and Development has been advocating joint evaluation between evaluators outside of recipient countries and those of the recipient as a way of developing evaluation capacity in these countries (Dabelstein & Rebien, 2002).

Sixty percent of MDAs' programmes were conducted through joint evaluation compared to 39% for local Non Governmental Organisations and nil for International Non Governmental Organisations.

4.1.4 Funding of Evaluation

Evaluation was mainly externally financed as shown in Table 4.7. Seventy-four percent of programme evaluation funds came as part of the budget for the programme. This is a significant in that it gives some degree of control to programme management on funding for evaluation. This makes the evaluator accountable to the programme more than to the donor and therefore gives management some influence over the evaluation process. Such funding arrangements have the potential to ensure evaluation processes address the specific needs of programme implementers for the improvement of the programme.

Table 4.7: Sources of Funds for Evaluation

	Sources of funds for evaluations				
	From programme funds		Separate funds from donor of the project		
	Frequency	Percent (%)	Frequency	Percent (%)	Total
Local NGO	7	54	6	48	13
INGO	4	100	0		4
MDAs	9	90	1	10	10
Total	20	74	7	26	27

Source: Institutional Survey (October, 2010)

In spite of the fact that funds for evaluation came as part of the programme budget, it was realized from the three selected programme evaluations that, in only the STWSSP that local management was involved in hiring of an evaluator. On the proportion of programme funds that go into evaluation, it was revealed that about 74% of evaluations report a proportion below 15% which is the conventional amount of funding for programme evaluation. Funding for evaluation has been noted to be critical in determining key parameters of the evaluation including evaluation design and methods, among others (Bell, 2010). It also has implications for the quality and use of the evaluation (Patton, 2008).

Eleven percent (11%) of programme managers did not know the cost of the evaluation of their programmes. Only Local Non Governmental Organisations report evaluation cost above 15% of programme funds. Twenty-two percent of programme managers indicated that they would have preferred using evaluation funds to finance additional programme activities. This is indicative that such programme managers do not appreciate the value of evaluation in their programmes. Table 4.8 shows the details of the proportion of funds in relation to total programme funds that go into evaluation.

Table 4.8: Proportion of Programme Funds that Go into Evaluation

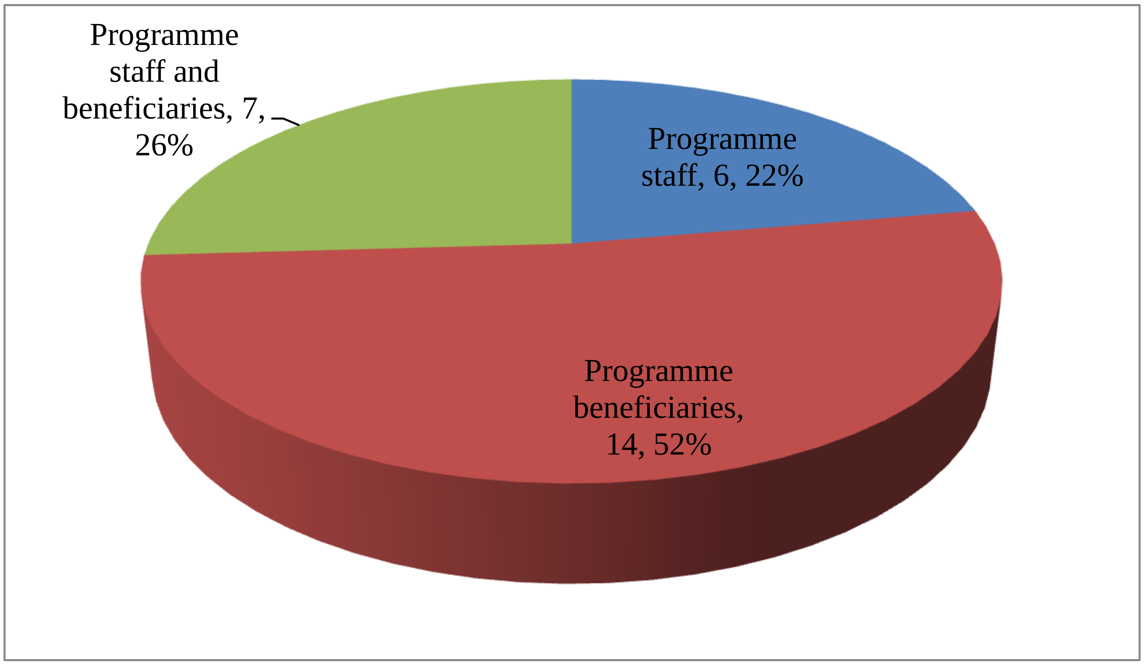
	Proportion of funds in relation to the programme that go into evaluation								
	Less than 10%		10-15%		16-20%		Don't know		
	Freq	%	Freq	%	Freq	%	Freq	%	Total
Local NGO	4	31	3	23	4	31	2	15	13
INGO	2	50	2	50	0	0	0	0	4
MDAs	9	90	0	0	0	0	1	10	10
Total	15	56	5	18	4	15	11	11	4

Source: Institutional Survey (October, 2010)

4.1.5 Main Evaluation Participants

Evaluation participants include programme managers, staff, beneficiaries and funders as shown in Figure 4.2. According to programme managers, programme beneficiaries constitute the main participants in 52% of programme evaluation. This affirms the accountability and judgmental orientation of programme evaluation. At the beneficiary level, evaluation questions sought to address how the programme affected or is affecting the lives or activities of the beneficiaries. Respondents also basically responded to questions and had little involvement in determining key evaluation questions and in analysing and using the evaluation data. It is worth indicating that beneficiary involvement depending upon how it is carried out has the potential to build accountability systems in communities as well as bringing a more pragmatic orientation to programmes and evaluations and enhancing cooperation at the operational level of programmes.

Figure 4.2: Main Evaluation Participants



Source: Institutional Survey (October, 2010)

Progamme staff were involved in 48% of evaluations compared to programme beneficiaries who were involved in 78% of evaluations. Programme staff are among what Paton (2008) describes as intended users of evaluation. They are therefore at the heart of evaluation. They have been involved in the programme implementation and know areas of programme implementation that were successful and areas that posed challenges. They are also the eventual users of the evaluation to improve upon the programme. Consequently, their involvement is expected to increase the use of the evaluation. In spite of the numerous benefits of involving practitioners in the evaluation process, programme staff's involvement in the evaluation were basically in the area of facilitating interactions with beneficiaries and sometimes responding to questions and participating in debriefing sessions. They were not featured prominently in any significant role at the initial stages of evaluation design. In only limited evaluations (4%) were programme staff and managers involved in the design of evaluation questions and structure. Table 4.9 provides details on the areas of involvement of staff in evaluation.

Table 4.9: Areas of Staff Involvement in Evaluation

	No of Respondents	Percent
Assisted in the design of evaluation questions and structure	2	4
Responded to questions	44	88.0
Facilitated interaction with beneficiary communities	27	54
Part of interaction with the evaluator to keep the evaluation relevant	11	22

Source: Survey among Evaluation Participants (April, 2011); NB: Multiple response question

Besides the lack of staff involvement in the design stage of the evaluation, they were not used in the data collection process and were not involved in the analysis of data. This is a reflection that even though the philosophy underpinning the evaluations is participation by intended users, in practice, their involvement is more consultative than in decision-making. It is also a reflection of the accountability and judgmental orientation of the evaluations. Under such evaluation conditions, evaluators are required to maintain some independence and avoid all incidences that will introduce bias into the evaluation.

Focus Group Discussions, personal interviews, participant observation and the formation of a taskforce were methods used to engage participants in the evaluation as shown in Table 4.10.

Table 4.10: Methods Used to Involve Participants in Evaluation

	No of Respondents	Percent
Personal Interviews	32	64
FGDs	39	78
Participant Observation	10	20
Member of taskforce involved in design of evaluation	2	4

Source: Survey among Evaluation Participants (April, 2011); NB: Multiple response question

The use of taskforce as medium of involvement for enhancing the use of evaluation as recommended by Newcomer *et al*. (2010) and Hatry *et al.* (2010) was of limited use. This can practically be achieved by assigning two or three individuals the task of working with evaluation mission to keep the evaluation mission informed of the issues of interest to the programme and to provide immediate feedback to the programme while the evaluation is still ongoing. It will also provide the programme a platform to understand the findings and recommendations of the evaluation thereby enhancing the use of the findings of the evaluation. Only 11% of evaluations indicated that they used it.

4.1.6 Evaluation Reporting

Most evaluation participants (82%) indicated that they got to know the outcomes of the evaluation through validation workshops. Only 48% of participants said they got to know the findings through a report. The debriefing sessions with programme managers and staff was found to be very useful. The debriefing sessions afforded staff the opportunity to throw light on findings and conclusions that were unclear and for common understanding of the issues raised in the evaluation to be realised, thus paving the way for the successful implementation of findings. Hatry and Newcomer (2010) also note the importance of debriefing in filling gaps and clarifying misinterpretations and misrepresentations.

The debriefing session by evaluators with evaluation participants was also observed to be an important medium for achieving wide dissemination of evaluation findings compared to the evaluation report. To Newcomer *et al*. (2010), debriefing provides a platform which is valuable politically and also in terms of quality control, and should be offered to programme managers, staff and the other organisation's staff.

Of the 48% of respondents who indicated the report as their source of information, only 40% read the report, thus affirming the view in the literature that, the evaluation report as a main source of disseminating evaluation information to participants is not very effective (Bamberger, 2009). One of the reasons for the limited access to the evaluation report was its treatment as a confidential document. My observation during this study showed that the evaluation report was more often accessible only to a few privileged people. I also observed from respondents that, it was during the process of my data gathering that they looked for the report. One of the potential respondents confirmed to me that the report was not accessible to all. He said he had access to the report by virtue of him being a steering committee member of the programme.

Of the 52 participants who participated in the three evaluations, only just about half (54%) discussed the evaluation findings as a group. If evaluation is to contribute to organisational learning and development, effective ways through which evaluation findings are shared and integrated in the programme or organisation have to be sought.

4.2 Programme Evaluation Use in Northern Ghana

This section presents and discusses the results of the analysis of research question two which is on the various ways in which programme evaluation is used in programmes and organisations.

4.2.1 Staff Expectations of Evaluation

The results of the analysis show that programme staff have a range of expectations of evaluation as depicted in Table 4.11. Lesson learning for programme improvement is the main expectation of 58% programme staff. Lessons expected to be learned include an enhanced understanding of the programme, identification of best practices and the scaling up of these practices, and knowledge and skills in evaluation.

Table 4.11: Programme Staff Expectations of Evaluation

Expectation	Frequency	Percent
Lead to continuation of the programme	6	12
To learn lessons to improve on the programme	29	58
To know the performance of the programme	12	24
Concerns raised will be addressed so that change can occur	5	10
Total	50	100

Source: Institutional survey (April, 2011); NB: Multiple response question

The views of some participants on the type of lessons expected to be learned from the evaluation is contained in Box 4.1. Lesson learning has been widely reported in the literature as a cardinal objective of evaluation (Bowen & Martens, 2006; Forss *et al.*, 2002; Newcomer *et al.*, 2010; Rebien, 1996; Smits & Champagne, 2008; Taut, 2007).

Box 4.1: Types of Learning Expected by Respondents from Evaluation

‘I am interested in knowing how well my district has performed and to learn lessons/best practices from other places, and to also learn from the evaluator.’

‘My expectation was that gaps identified in the implementation of the programme would be corrected by the evaluation while aspects of the programme that may be irrelevant would be modified or eliminated’

‘Concerns raised by stakeholders during project implementation will be addressed’

‘I expect to learn new ways of doing things, improve upon the programme and re-strategize for better results’

‘My expectation of the evaluation is to see how successful the programme was implemented, to determine the effect the programme has on beneficiaries and generally whether programme objectives were achieved or not’

Source: Survey among Evaluation Participants (April, 2011)

Knowing the performance of the programme formed the expectation of 24% of respondents. According to Newcomer *et al.* (2010), members of programme staff have an interest in knowing how their programmes are performing so that they can improve upon them and learn from the data they gather. Areas of performance respondents in this study looked forward to include:

- the level of utilisation of projects by beneficiaries,
- how the programme implementation has conformed to plan, and
- the effect the programme has on beneficiaries.

Even though, only a quarter of respondents had interest in evaluation as a mechanism through which they got to know the performance of their programmes, it shows that programme staff were not entirely anti judgmental or accountability oriented evaluation. Hostility to performance assessment evaluation on the part of staff as frequently discussed in the literature (Hatry *et al.*, 2010) could therefore be minimized if their interests and fears are accommodated at the very onset of the evaluation. Most programme staff are hostile to evaluation because they believe that the evaluation will provide ammunition for the cancelation of the programme, reduce programme funding or completely change the direction of the programme (Hatry *et al.*, 2010).

About 12% of respondents held the view that evaluation would lead to the continuation of the programme. This view of evaluation has to be dispelled if evaluation is to be conducted in a way that will lead to use. This is because when evaluation is strongly perceived as a means of determining the fate of programmes, it creates anxiety and a defensive posture among programme implementers thus undermining the learning inherent in the evaluation. Consequently, divorcing the fate of the programme from the evaluation can also boost the genuine interest of programme staff in the evaluation.

Another salient voice that emerged is the expectation that issues raised will be addressed for the programme to be improved upon. This carries the expectation of those who were voiceless and saw the evaluation as an opportunity to make their voices heard. The chairman of a water board in one of the small water systems in the UER had this say on his expectation of the evaluation he was involved.

> 'As a Board we had made several complaints to the District Assembly to hand over the hand pumps in the town to the management of the Water Board. The operation of hand pumps under the free range management system is adversely affecting patronage of the water of the Board because; water at the hand pump is not paid for. We made our complaint to the evaluation mission and expected that this problem will be rectified for the smooth operation of the Board'

This point is very important and worth serious consideration because it affects the confidence stakeholders have in evaluation. Some of the issues in evaluation may not directly lie within the evaluation or the evaluand, but a reflection of a wider policy issue. Some of these policy issues which can affect the ability of the evaluand to achieve its objectives should be given substantial attention in the evaluation report so as to generate discussions and dialogue on them. A significant proportion (87.8%) of programme staff expressed satisfaction with all the evaluations that they were involved in. This is a positive sign for the future of evaluation in programmes in the country and contradicts the general perception that staff of programmes are disappointed with evaluation (Bamberger, 2009; Patton, 2008; Weiss; 1972c; Weiss, 1990).

Those whose expectations were not met traced their disappointments to lack of feedback of the evaluation to enable them learn from it. Lack of feedback especially lateness in submission of evaluation report and sometimes inaccessibility to the evaluation report, making of generic recommendations, inability to provide practical alternatives have been acknowledged as causes for their disappointments with evaluation.

4.2.2 Examples of Uses of Evaluation

This section explores into the practical ways in which evaluation was used in programmes. To address this issue, respondents were asked three questions: what did the evaluation that you participated in accomplish? What attitudinal changes have occurred in you that are attributable to the evaluation and lastly what organizational or programme changes are attributable to the evaluation? Table 4.12 shows respondents' views on what the evaluation they participated have accomplished. Eighty-two percent of respondents identified improvements in the programme as an accomplishment of evaluation. Even though programme improvement is a widely acknowledged rational of evaluation, this finding is greatly unanticipated in view of the much published view that evaluation has not influenced programmes significantly (Bamberger, 2009; Patton, 2008).

The study explored further the area of programmes, organisations and individual staff that realized improvement as a result of the evaluation. These have been summarized and presented in Table 4.13. These have been captured under the headings; area of change, level of change, type of evaluation use associated with the change and the type of effect of the use. Use of findings refers to use that is attributable to the evaluation report while process use refers to use generated in the course of the conduct of the evaluation.

Table 4.12: Accomplishments of Evaluation

Accomplishment	Frequency	Percent
Staff acquired negative attitude to evaluation	1	2
We improved the programme	41	82
We learned how difficult it is to get helpful evaluations	13	26
We wanted to see an evaluation and we have it	5	10
It legitimized us	7	14
Others	11	22

Source: Survey among Evaluation Participants (April, 2011); NB: Multiple response

Some specific examples of changes in the programmes identified by respondents were the inclusion of gender and environmental issues in programme planning and implementation as well as the inclusion of economic empowerment through wealth creation especially for women under the DWAP.

Table 4.13: Concrete Benefits Derived from the Evaluation

Area of change	Level of change	Type of evaluation use	Type of effect of the use
Changes in programme design	Programme	Use of findings	Instrumental
Enhanced Collaboration with other stakeholders	Organizational/programme /individual	Process use/use of findings	Instrumental
Increased level of commitment	Individual	Process use	Instrumental
Evaluation capacity building	Organizational/ Individual	Process use	Conceptual/instrumental
Enhanced understanding	Individual	Process use	Conceptual
Building of networks	Individual	Process use	Instrumental

Source: Analysis of Field Data (April, 2011)

In the JICA supported CHPS project, programme improvements attributable to the evaluation process included the introduction of facilitative supervision, preparation of community action plans, and development of a referral system and the installation of a community emergency transport system, which were all initially not part of the programme design.

The facilitative supervision observed in CHPS project is a very good example of process use. The facilitative supervision was done in an interactive way allowing for open discussions and quick feedback to be given at each of the levels of the supervision. During the interaction process, lessons are learned by both the supervisor and the supervised. The feedback given on the field was followed by a written report to the level that the supervision took place, enabling the tracking of progress and the identification of challenges that needed to be addressed in order for improvements to occur.

Specific examples of organisational development in the STWSSP included district contracting directly for works hitherto undertaken at the regional level; abrogation of 5% community contribution to project capital cost; increased financial allocation to project deliverables to cater for office accommodation at service delivery level; and the inclusion of the construction of Direct Point for Private Connection to make construction of house connections to be easy.

An evaluation participant captured succinctly his impression about the DWAP evaluations as follows: 'I think it was favourable considering that it streamlined some of the project areas in the implementation of the phase two and also the packaging of the best practices'.

Patton (1986, 2008) also found examples of evaluation use. However, in his case, evidence of use was the cancellation of the programme. As indicated in Table 4.13, evaluation contributes to institutional as well staff collaborations. This is very welcome news. Poverty and its eradication have been recognised to involve an integrated approach involving the collaboration of institutions operating with different mandates. The issue of institutional mandates and the strong attachment by institutions tend to affect negatively efforts at achieving development. Simple problems develop into complex problems because of the inability of institutions to look beyond and consider the spirit of the legislation establishing them. Thus, the forging of collaborations as an outcome of evaluation as indicated by the involvement of other organisations and units hitherto not involved, will ensure the marshalling and maximisation of resources in an integrated manner to accelerate the pace of development. Institutional collaboration as an outcome of evaluation was strong in the DWAP. The regional director of women in the UWR whose department is now strongly involved in monitoring of projects had this to say on the effect of the DWAP evaluation.

‘My department hitherto was not involved in planning and monitoring of projects as well as other departments as the Environmental Protection Agency. However, since the evaluation, we have become an integral part of programme formulation and monitoring of projects; which in my view is good because we bring our expertise to bear on project monitoring and planning.’

It was also noted especially in the CHPS project that superiors now conduct their oversight role over subordinates in a facilitative and friendly manner. Improvements in staff and organisational orientation towards team work where staff now collaborate to complete reports were also examples of collaborative activities that were propelled by the DWAP evaluation. One other area evaluation had an effect was in the area of staff commitment to the organisation and its activities and to the rules governing programmes generally. Respondents in the three evaluations mentioned going to work early and working overtime to complete tasks and reports as examples of attitudinal changes in them after going through the evaluations.

Other examples specifically mentioned by DWAP participants included commitment to following laid down procedures such as the procurement law, adhering to budget lines, strict compliance to programme protocols among others. Development of the evaluative capacity of individuals as well as organisations was also cited as benefits attributable to the conduct of evaluation. There is now more than ever support for monitoring activities. At the individual level, staff have become more analytical in their daily activities and in the evaluation of projects. ‘I have become more objective in assessing results and analytical in thinking' said a respondent in the DWAP evaluation. Evaluations have also been said to influence staff understanding of programme activities and protocols, corroborating Patton's (1986) work.

Programme protocols such as reporting, timelines, documentations which were often taken for granted now receive deeper attention by staff. A respondent at the district level in the DWAP evaluation captured this view as follows: 'It brought to light certain issues you might not consider to be significant but which have impacted negatively on the implementation of the programme'. Staff have also realized that the ultimate measure of their performance is the results that will be achieved. Consequently staff have become more results oriented.

It was widely acknowledged (98% of respondents) that their participation in the evaluation accounted for the effect the evaluations had on staff, programmes and organisations; thus affirming the call for more stakeholder participation in order to maximize the benefits from conducting evaluations (Patton, 2008; Smits & Champagne, 2008; Greene, 1988; Turnbull, 1999). About 26% of respondents indicated that the evaluation taught them how difficult it was to get helpful evaluation. This means about a third of evaluation participants were not satisfied with the output of evaluation and their contribution to programme strengthening as well as organizational learning.

It also emerged during discussions with programme managers that evaluation was sometimes used as justification to continue to occupy and dominate an existing space in the developing world by international development agencies. This was more the case when the sector the programme is operating seems to be doing very well. This was accomplished by craftily designing an evaluation to result in findings that justify the need for the continuity of the programme or the institution of a new programme in order to continue to occupy the space and to be seen to be doing well.

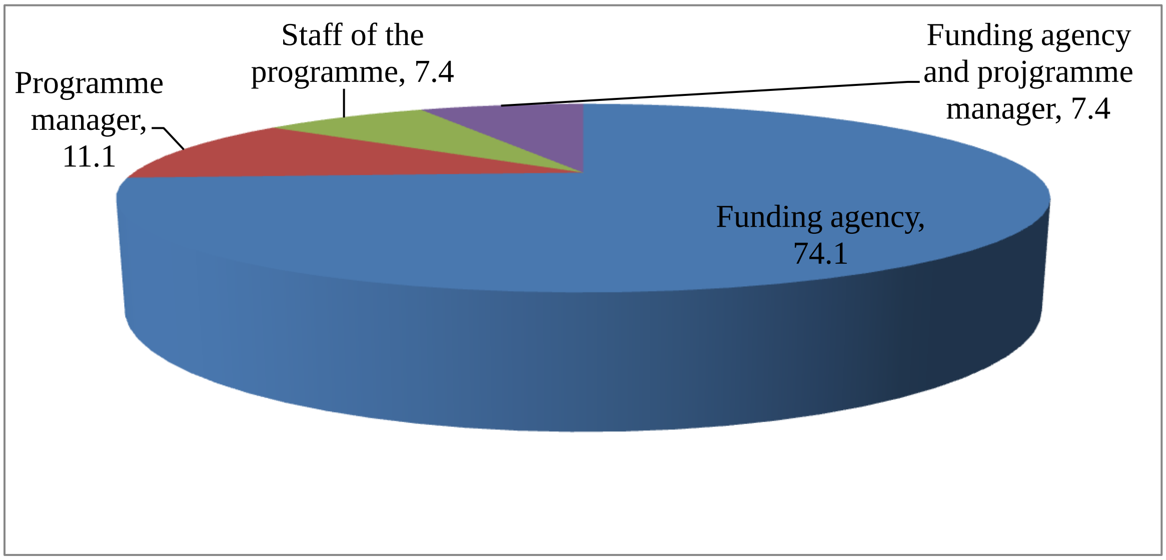
Such use of evaluation has the tendency to undermine the credibility, interest and use of evaluation. Consequently, political or persuasive use of evaluation should be discouraged if evaluation is to continue to impact positively on programmes, staff and their organisations.

A major observation from the analysis of examples of uses of evaluation was the emergence of process use as a major use category in the evaluations. Its emergence as a strong use category highly appreciated by programme staff indicates its potential for enhancing interest in evaluation. Consequently, it needs to be explored in detail especially among programme staff to enable the understanding of its nature and character as a way of systematically mainstreaming it into evaluation to maximise its benefits in terms of enhancing use and the value of evaluation.

4.2.3 Users of Evaluation

Figure 4.3 below shows those who mainly make use of evaluation. As can be seen in Figure 4.3, funding agencies of programmes were the main users of evaluation. Eighty-two percent of programmes perceive them to be the main users of evaluation. This conforms to the assertion that programme evaluation is driven by donors and therefore serves the needs of donors for accountability than for daily decision making needs of programmes (Dabelstein & Rebien, 2002).

Figure 4.3: Users of Evaluation



Source: Institutional Survey (October, 2010)

However, the assertion that donor driven evaluation does not provide information for improvement of the current programme cannot hold when put alongside the examples of evaluation uses as revealed in this study. The implication of this finding is that, accountability and improvement purposes of evaluation can mutually exist. Thus instead of setting each of these evaluation purposes against each other, efforts should be made towards effectively integrating these dual evaluation purposes in evaluation so as to maximise the benefits to be derived from evaluation.

The perception that funding agencies use the evaluation to decide on the fate of the programme rather than for improvement purposes cannot also hold in the light of the evidence adduced in this study. Programme managers and staff account for less than 20% of those perceived to mainly make use of evaluation. This finding reflects a mismatch between the theory of evaluation use and the realities (actual) of use. While an underpinning rational for evaluation is to provide information to programme management staff for programme improvement purposes (Newcomer *et al.*, 2010), the reality as revealed in this study is that, programme managers and staff were remote users of most evaluations. Programme staff need evaluation information to know how their programmes are performing so that they can improve upon them.

To programme managers, evaluation was used as a tool for developing a learning culture in their programmes and for the development of the organisational capacity as well as providing the basis for making evidenced based management decisions. When this finding is placed alongside the various uses identified, a lot of meaning can be derived. It means that donors need and use of evaluation is not anti programme improvement. Another possibility is that, if programme staff were to be the main users, perhaps more concrete uses would have been realised. The question really in the light of this study is not about who uses evaluation but how the evaluation use contributes to programme strengthening as well as organisational learning. It is therefore important that perspectives of programme staff that eventually, will be required by donors to implement the decisions of the evaluation are captured so that the decisions that will be reached will be practically implementable to them. This position of the study is based upon the literature and also from the account of the participants, 98% of whom attributed the accomplishments of the evaluation to their participation.

4.2.4 Factors Affecting the Use of Evaluation

Not all evaluation provides feedback into the programmes to strengthen them and for organisations as well as individuals to learn. Evaluation use according to some experts has to be consciously nurtured (Patton, 1997, 98, 2008). Three key areas emerged from the analysis on factors affecting the use of evaluation: ways of involving stakeholders, organizational arrangements in support of use and what evaluators can do to support use. The results of these three areas are presented and discussed in the following subsections.

Ways of Involving Stakeholders to Support Use

Table 4.14 shows the various ways expressed by respondents for involving stakeholders in order to experience evaluation that is used. Formation of a task force to oversee the evaluation in the implementing organization and frequent interaction between the evaluation team and staff (taskforce) to keep them informed of the evaluation were rated high as ways of conducting an evaluation that is used.

Table 4.14: Ways of Involving Stakeholders to Support Use

	Frequency	Percent
Formation of an evaluation taskforce to oversee the evaluation	29	58.0
Taskforce works with evaluator to analyse and interpret data	19	38
Oral presentation of findings to stakeholders	26	52
Frequent interaction between evaluator and staff to keep them informed of the evaluation	29	58
Ensuring that report is accessible to stakeholders	6	12

Source: Survey among Evaluation Participants (April, 2011); NB: Multiple response question

This finding concurs with the recommendation by Hatry *et al.* (2010) that an advisory committee be formed to review the evaluation design and the preliminary evaluation findings. In spite of the significant role this approach to stakeholder involvement in evaluation can contribute to the use of evaluation, it was observed as the least method adopted in the evaluations reviewed. It is not usually practicable to get all key stakeholders or all staff of a programme to be actively involved throughout the evaluation process, thus identifying key people to form a group and assigned the responsibility of working with evaluator will ensure that needs of programme are captured and that the evaluation is kept relevant to the programme. At the tail end, their input is particularly important in reviewing the initial findings of the evaluation to ensure that they do not contain misrepresentations and misperceptions.

A programme manager of one of the local NGOs interviewed complained about how the lack of ample time spent with managers results sometimes in evaluators not getting a comprehensive understanding of the context to enable them make informed recommendations. He cited an example of how the reputation of his organisation was nearly marred and how additional resources were spent to audit the organisation because of inadequate involvement and cross checking of information. Another example of how misconceptions could mar the effect of an evaluation as a result of lack of constant feedback to staff is where at a durbar with a beneficiary community, a question was asked about how often the programme coordinator visited the community. Shockingly to the coordinator who was at the durbar, the community unanimously responded that they did not know him/her and had never seen him/her, implying that he/she had never been to the community.

This information would have been interpreted to mean that, the programme coordinator misapplied the budget for community visits, even though, he has been visiting the community. If the coordinator had not been present and been smart to ask community members about who the coordinator is and about the work he/she does, he would have been embarrassed in the sight of the evaluation team and the programme management team who were with the evaluation mission.

It is in the light of these examples that 58% of respondents believe forming a taskforce to work with the evaluation mission is important in that, it will constantly keep management informed of the evaluation and also to serve as a conduit for the assimilation of findings, which is vital for their implementation. The taskforce will also ensure that certain key information that the organisation requires is incorporated into the design of the evaluation. By working closely with the evaluation team, the internal capacity of the organization for evaluation is also gradually built.

It was also the opinion of 52% of respondents that oral presentation of preliminary findings to stakeholders will facilitate use of the evaluation. Hatry and Newomer (2010) note that beyond debriefing programme staff and management of initial impressions of the evaluation as a matter of courtesy and good practice, it affords programme staff to fill in areas the evaluation team may have missed thus providing considerable insight into the interpretation of evaluation findings. Oral debriefings provide an opportunity for staff to clarify and get additional information on recommendations in order to make them implementable. It also helped to achieve immediate use compared to the evaluation report which normally is finalized a year or more after the evaluation mission and which in most cases staff do not get to see or read.

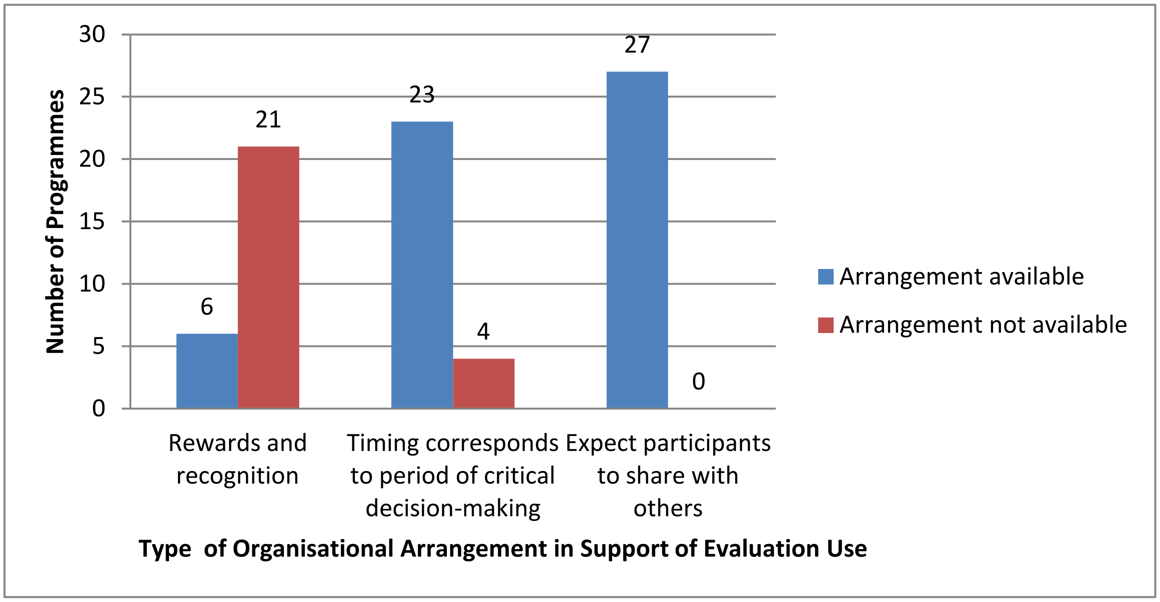
This form of providing immediate feedback usually at the end of the evaluation mission is thus very essential to achieving use and should therefore be taken very seriously in the evaluation process. Evaluation is a feedback mechanism. Consequently, the outcome of an evaluation (final evaluation report) should be made known to those organisations and their staff, otherwise, evaluation loses its place in the programme cycle. Even though feedback in terms of the final evaluation report is a silent voice brought up by the people themselves because it was not among the options provided, it is very central to evaluation use. Of the 25 respondents who indicated the findings were received in the form of a report, 52% did not see the report.

Even though, all respondents indicated that the evaluators orally debriefed staff and management on the preliminary findings of the evaluation, this debriefing should not be assumed to replace the evaluation report. The oral debriefing alone, though, very important especially as process use is concerned, is not adequate in informing instrumental use of the evaluation.

Organisational Arrangements in Support of Evaluation Use

From the survey among the 27 programmes, it emerged that expectations of evaluation participants to share their learning with others; and organising the evaluation at a time critical decisions are made were the main organizational arrangements in support of evaluation use. These are depicted in Figure 4.4. Mid-term evaluation and annual reviews were examples of evaluation whose timing is made to provide input into direct decision making.

Figure 4.4: Types of Organisational Arrangements in Support of Evaluation Use

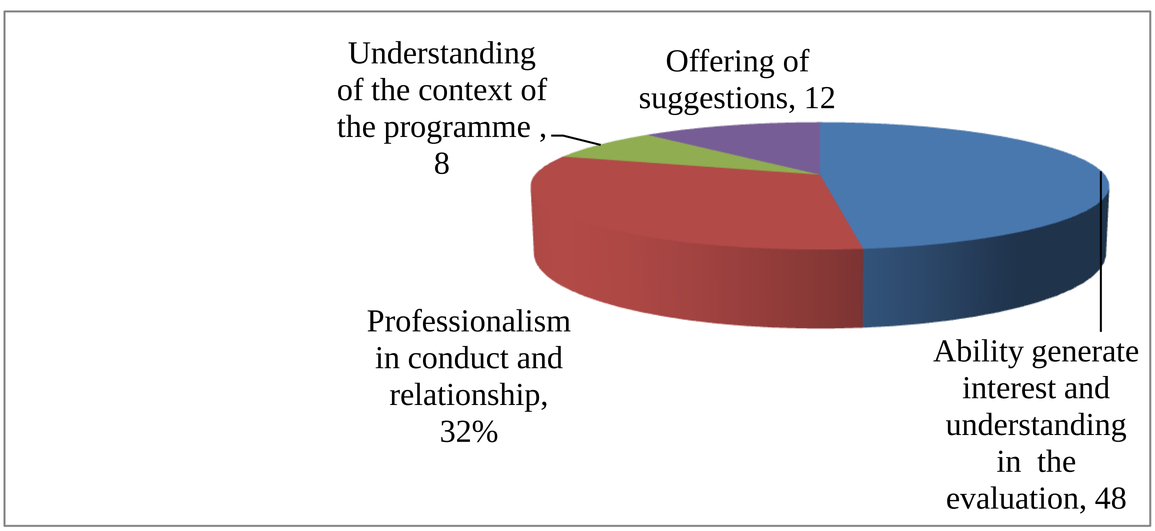


Source: Institutional Survey (October, 2010)

<u>What Evaluators can do to Promote Use</u>

Figure 4.5 presents programme implementers perspectives of what evaluators can do to facilitate an evaluation that is used.

Figure 4.5: Ways in which Evaluators can Promote Evaluation Use



Source: Institutional Survey (April, 2011); NB: Multiple response question

Evaluators have a critical role to play in the use of evaluation. Ability of the evaluator to generate interest and understanding in the evaluation in programme implementers emerged as a cardinal attribute of evaluators required to ensure evaluation use. The exhibition of professionalism in terms of respect for the sensibilities of others, seeking consensus, seeking clarifications and reasons for certain observed anomalies, cross checking of facts, acknowledging exceptional performance, offering suggestions for improvement in areas where performance is abysmal, was acknowledged by programme managers as an essential attribute for facilitating use. In their view, professionalism is not just grasp of technical and social knowledge or sophistication in the use of evaluation methodologies, but the people skills of the evaluator. Over 53% of programme managers find the posture of the evaluator as a major obstacle to evaluation use.

The art of offering suggestions based on experience with similar projects was singled out by 12% of programme managers as an effective way of engendering evaluation use. Grob (2010) find the offering of suggestions and recommendations as one of the rewarding and challenging aspect of the work of evaluators. To him, evaluation is a rewarding activity in that it is a humble opportunity to advice top government and policy makers and chief executives of organisations; and consequently a contribution to making society better. Recommendations should be grounded in the findings and should as much as possible contain ideas and experiences from different programmes and contexts while being within implementable cost limits (Grob, 2010).

Some programme managers also found some recommendations of evaluation to be generic and clueless in providing what actually needs to be done to enhance performance. It was also discovered that 93% of programme evaluations depended upon the donor agency to determine whether they will be used or not. The use of ties and other incentive packages were found to be effective in engendering use of evaluation in the DWAP.

4.3 Results and Discussions on Process Use Types in Evaluation

This section of the chapter presents and discusses the different perspectives that emerged from the factor analysis on the types of process use inherent in an evaluation. Respondents that shared their views on this research question came from all the three evaluation cases. A total of 41 valid respondents were involved. These were made up of 10 participants each from the CHPS and STWSSP projects, and 21 participants of the DWAP. Appendix 2 presents the various outputs that came out of the analysis including the profile of the respondents. Respondents came from diverse backgrounds as reflected in the profile and have ample experience of the subject matter under investigation.

Three different perspectives/factors emerged from the analysis on the process use types inherent in an evaluation; factor 1(organisational development/programme strengthening perspective); factor 2 (evaluation capacity building perspective); and factor 3 (hybrid or multidimensional perspective). Table 4.15 shows the three factors that emerged as well as the number of persons associated with each factor. Tables 4.16 and Table 4.17 respectfully show the correlation between the factors and the reliability of the factors when subjected to the test-retest reliability test in PQ Method. As shown in Table 4.16, all the factors have been uniquely defined. Only factors 1 and 3 show some marginal correlation between them. Table 4.17 also shows that each of the three perspectives (factors) has met the composite reliability of above 0 .95 requirement in order to be reliable.

Table 4.15: Three Factor Matrix for Research Question 3

Sort No	Sort ID	Factor 1	Factor 2	Factor 3
1	mystd01d	0.3979	0.1126	0.1205
2	mystd02d	0.3357	0.2808	0.2321
3	**mystd03d**	**0.0821**	**0.4054**	**0.5395**
4	**mystd04d**	**0.5013**	**-0.2559**	**0.6814**
5	mystd05d	0.4708X	0.2104	0.0627
6	**mystd06d**	**0.4634**	**0.2474**	**0.5856**
7	mystd07d	0.3889	0.1144	0.6920X
8	MYSTD08D	0.096	0.2605	0.2101
9	MYSTD09D	0.5937X	0.0533	0.3737
10	MYSTD10D	0.6262	-0.3083	0.4852
11	MYSTD11D	0.6943X	-0.1535	0.3367
12	MYSTD12D	0.6202X	0.1411	0.0837
13	mystd13d	-0.0014	0.1425	0.5903X
14	mystd14d	0.2078	-0.0076	0.6163X
15	mystd15d	0.4873X	0.0611	-0.0202
16	mystd17d	0.5762X	0.1769	0.3664
17	mystd18d	-0.1407	0.6527X	0.24
18	mystd19d	0.2211	0.1703	0.5925X
19	mystd20d	0.0712	0.305	0.6586X
20	mystd01s	0.2956	0.4993	0.4597
21	mystd02s	0.3293	0.6598X	0.2351
22	mystd03s	0.3717	0.0463	0.6585X
23	mystd04s	0.3112	0.5333X	0.3029
24	mystd05s	0.5012	0.3222	0.4625
25	mystd06s	0.7315X	0.1347	0.0877
26	mystd07s	0.7138X	0.1683	0.1611
27	mystd08s	0.5721	0.2168	0.4548
28	mystd09s	0.6206X	-0.1159	0.1842
29	mystd01c	0.5456X	0.2697	0.0728
30	mystd02c	0.4830X	0.3058	0.2202
31	mystd03c	-0.3735	-0.2454	0.3077
32	mystd04c	0.2198	0.4718	0.5527X
33	mystd05c	0.0621	0.2178	0.6240X
34	mystd06c	0.2834	-0.0314	0.1137
35	mystd08c	0.4581	-0.2737	0.3447
36	mystd09c	0.1967	0.2405	0.5067X
37	mystd16d	0.1423	0.4497X	0.1928
38	mystd23d	0.1463	-0.7649X	0.3148
39	mystd10c	-0.0394	0.5236X	0.1837
40	mystd07c	0.182	0.2169	0.6605X
41	mystd14s	0.5930X	-0.1708	0.1499
% expl.Var.		18	10	17

- **X Indicates a defining Sort**
- Bold indicates sorts which have been dropped from the final analysis

Source: Survey among Evaluation Participants (April, 2011)

Table 4.16: Correlations between Factor Scores for Research Question 3

	1	2	3
1		0.2018	0.5450
2			0.3567
3			

Source: Survey among Evaluation Participants (April, 2011)

Table 4.17: Factor Characteristics for Research Question 3

	1	2	3
No. of Defining Variables	12	6	10
Average Rel. Coef.	0.800	0.800	0.800
Composite Reliability	0.981	0.960	0.976
S.E. of Factor Scores	0.137	0.200	0.156

Source: Survey among Evaluation Participants (April, 2011)

Each of these perspectives is presented and discussed in the following subsections.

4.3.1 Factor 1: Organisational Development /Programme Strengthening Perspective

Respondents identified with this perspective were 12 in number as shown in Table 4.15. These were made up of 6 DWAP evaluation participants, 4 of the STWSSP participants and 2 CHPS evaluation participants. The group is proportionately representative of the three evaluations. Thus all three groups of evaluation participants identified themselves with the factor. The thrust of this perspective is that process use enhances organisational learning and development and programme strengthening. The perspective is reflected in the statements contained in Table 4.18 which are derived from the distinguishing statements for the factor and the normalised factor score tables contained in Appendix 2.

Table 4.18: Summary of Statements Illustrating Organizational Learning Group

No	Statement	Rank
25	It became obvious to us that evaluation is a key capacity to be built if we are to be both a learning organization and one that is built to last	3
29	The different stakeholders or participants we met during the evaluation turned out to be useful contacts for resolving work-related issues	2
37	Staff participation in the evaluations increased their commitment to the organization and its activities	2
19	Process use should be the focus of any evaluation that intends to achieve use	2
5	New skills as collaboration or survey techniques, are learned through participation in evaluation	4
8	Participation in the evaluation process stimulates individuals to think more about the programme and their expectations of its outcomes	4
13	Engaging in the evaluation was one way to strengthen organizational learning	3
35	We gained a broader perspective of the programme from the issues that emerged during the evaluation process	3

Source: Survey among Evaluation Participants (April, 2011)

The perspective is that process use provides learning opportunities for organisations to learn and develop. Organisations or programmes develop when they are able to both capture learning- success factors and unproductive factors during the life of the programme. Through this learning, they are able to mitigate the constraining factors while the best practices are scaled up to enhance the performance of the programme. During the evaluation process staff also connect with evaluators or other staff from different units of the programme or organisation. These people become readily available to assist in resolving work-related problems, thereby expanding the organisational human capacity to resolve problems. Process use also generates interest and mobilises staff around organisation activities as a direct result of staff's increased sense of worth and belonging as nurtured by the evaluation process. Consequently staff commitment to the organisation's activities is increased leading to enhanced performance of the programme or organisation. Staff participation in the evaluation stimulates them to think more logically about the links between programme activities, outputs and impacts, provides clarity on grey areas of the programmes and builds consensus among programme implementers. Profiling of process use becomes of essence to organisational development as well as programme strengthening. Comments taken from respondents that elucidate their perspective are presented in Box 4.2.

Box 4.2: Respondents Comments that Elucidate their Perspective

'Process use provokes thinking especially on current and existing structures and actions and this gives an indication for reform where necessary.'

'The evaluation process keeps the implementers informed on what went wrong and what went well. New issues are also learnt thereby creating room to address gaps in future project implementation. '

'Evaluation and its process bring out best practices and pitfalls for improvement in the life of a project/programme.'

'Evaluation helps in restructuring or initiating reforms that can help an organization attain its set objectives or goals.'

'The evaluation process strongly provoked thinking in the existing order and revealed certain practices that were inimical to the implementation of the project.'

'Evaluations are intended to make organizations more effective in the execution and pursuit of their visions and missions. Most organizations did not know that they were operating wrongly until the outcomes of evaluation.'

Source: Survey among Evaluation Participants (April, 2011)

The group least agreed with statements that link process use to direct influence in decision-making in programmes or organisations. Consequently, statements on reorganisation of programmes, increased level of involvement of senior level management in evaluation activities, the strengthening of staff morale and the integration of data collection in programme and organisational activities, implementation changes in programme arrangements as result of initial evaluation findings, evaluation process feeding advice directly to decision-makers were ranked low by the group. Post-analysis interview revealed that the low consideration of these statements by the group stems from lack of institutionalisation of process use in evaluation. Consequently, staff and programme management still looked forward to the final evaluation report as the basis for informing decisions on their programmes.

4.3.2 Factor 2: Integrative Perspective

Six respondents were identified with this perspective. Five of them loaded positively while one loaded negatively implying he/she was opposed to the view the factor represented. Three of them were DWAP evaluation participants while 2 and 1were respectively STWSSP and CHPS evaluation participants. The one who loaded negatively was a DWAP evaluation participant. Proportionately, the factor reflects more of the views of STWSSP participants compared to DWAP and CHPS. This factor's perspective portrays the multi-dimensional nature of process use. It illustrates process use as all-encompassing and includes organisational development, evaluation capacity building, programme strengthening, shared understanding, and morale boosting. Table 4.19 derived from the Normalised Factor Score Table for the Factor and the Distinguishing Characteristic Table for the Factor presented as part of Appendix 2 presents the statements that contain the group's perspective.

Table 4.19: Statements Illustrating Integrative Perspective

No	Statement	Rank	Type of process use
24	Organizational learning and discovery occurs through the steps of gathering and producing the evaluation report	4	Organizational development
32	Different levels of staff across programme areas now collaborate to complete reports about lessons learned during implementation	4	Evaluation capacity development
28	The evaluation helped us understand each other's motives and to some extent also respect our differences.	2	Shared understanding
23	A number of people became exposed to the value of data for making policy decisions and began to take the programme data more seriously	2	Evaluation capacity building
33	We were encouraged during the evaluation process because we realised that we are doing things the way they should be done	2	Morale boasting
35	We gained a broader perspective of the programme from the issues that emerged during the evaluation process	3	Enhanced understanding
30	The evaluation process fed advice directly to decision makers resulting in a change in certain actions	3	Programme strengthening
27	The evaluation process provoked thinking on existing order and the need to reform	3	Organizational development
15	The Director implemented small but important changes to the programme as a direct result of initial evaluation findings	1	Programme strengthening
31	The programme components were reorganised and became better connected before the final evaluation report	1	Programme strengthening

Source: Survey among Evaluation Participants (Aril, 2011)

During the post-sorting interview, respondents emphasised the learning, capacity building, organisational and or programme reform inherent in process use to support their perspective. One of them, for instance, commented: 'Evaluation is both a learning and corrective measure for organizational success. Evaluation also builds capacity of staff and eliminates errors.' Another member said the following in order to buttress the integrative perspective held by the group: 'Periodic evaluations are necessary to identify lapses in an entity's operations which when corrected put the organization on a better footing. Besides, when awareness is created, people have the tendency to function better'.

However the group disagrees with some specific categories of these uses especially those relating to evaluation capacity building such as the use of the evaluation framework as a tool for work planning, learning of survey techniques, the acceptance of evaluation as a regular part of programme and the idea that participation in an evaluation stimulates individuals to think more about the programme and its outcomes, and engaging in an evaluation as a means of strengthening organisational learning and the fact that evaluation is no longer a threatening activity.

Forss *et al.* (2002) as well as Patton (2008) convey a similar perspective of process use. In Forss *et al*'s (2002) work, process use was conceived as encompassing, enhancing shared understanding, strengthening programme, organisational development, increasing participant engagement, sense of ownership and self-determination, development of professional networks and boosting of morale. Patton (2008) has apart from boosting morale and professional network development all the dimension of process embodied in Forss *et al*. (2002). In addition, infusing evaluative thinking into the organisational culture and instrumentation effects and reactivity are process types contained in Patton's classification of the types of process use.

4.3.3 Factor 3: Evaluation Capacity Building Perspective

Ten respondents consisting of 4 CHPS evaluation participants, 1 STWSSP participant and 5 DWAP participants were identified with this perspective. Proportionately more CHPS participants were identified with the factor compared to the other programmes evaluation participants. CHPS facilitative supervision which is a way of learning may have accounted for why they are uniquely identified with this perspective. Both the supervised and supervisors were excited at the learning that takes place during the evaluation process. This perspective is that process use is a way of institutionalising evaluation capacity in organisations and programmes. In other words, process use is a way of creating an environment in which evaluation and thinking evaluatively is mainstreamed in organisations. Senior leadership becomes keen on evaluation resulting in the profiling of evaluation as fundamental to organisational learning and programme strengthening. Consequently, data collection becomes an integral part of a programme or organisation's activities. Skills in collaboration and survey techniques are entrenched in the programme or organisation while staff now think more evaluatively, that is, they think more deeply on the logical link between programme activities and outputs and outcomes.

Table 4.20 contains statements that illustrate the evaluation capacity building perspective. The Table is derived from the Normalised Factor Score Table for the Factor and the Distinguishing Characteristic Table for the Factor presented as part of Appendix 2. Some benefits recounted by members from the evaluation process to substantiate their perspective included the insight they gained from the evaluation process regarding the logical link (programme theory) between programme inputs, activities, outputs and outcomes and how these should be organised to ensure the desired changes envisaged by programmes are achieved. Two members captured this perspective in the following ways: 'the evaluation process improved our knowledge about how programmes should be organized, taking into consideration its expectations and outcomes.' 'The evaluation process built our capacity in the programme which was reflected in the next planning phase of the programme.'

Table 4.20: Statements Illustrating Evaluation Capacity Building Perspective

No	Statement	Rank
10	Corrective action thinking that leads to improvement in practice was triggered by the questions asked	2
9	Evaluation steps have become an accepted and regular part of the programme or initiative	2
22	Data collection has now been integrated into ongoing monitoring and oversight functions of the organization	1
3	As we move into the next phase of evaluation, senior leadership is likely to become a major player in evaluation activities	1
35	We gained a broader perspective of the programme from the issues that emerged during the evaluation process	1
24	Organizational learning and discovery occurs through the steps of gathering and producing the evaluation report	1
27	The evaluation process provoked thinking on existing order and the need to reform	4
5	New skills, such as collaboration or survey techniques, are learned through participation in evaluation	4
8	Participation in the evaluation process stimulates individuals to think more about the programme and their expectations of its outcomes	3
13	Engaging in the evaluation was one way to strengthen organizational learning	3

Source: Analysis of Field Data (April, 2011)

Statements as stirring up things and getting people involved, enhancing shared understanding, reorganisation of programme, changes in staff attitudes were least recognised by this factor.

The group's perspective reaffirms and anchors process use in the constructivist learning theory. One of the principles in constructivism is that people learn to learn as they learn. As one learns about the achievement of a programme results, he or she is at the same time learning how to find out the achievement of programmes. Through the interaction that takes place during the evaluation process, individuals construct a special meaning of evaluation. Through the process of accommodation also, individuals and groups abandon their initial internal representations of what evaluation is – a dreaded activity, a fault finding mission, a mission that will result in abrogation of the programme or reduce the budget of the programme; in order to fit into their new experience of evaluation as, a learning and an improvement oriented activity.

4.3.4 Consensus Statements

Table 4.21 depicts statements on which there was consensus across the three main perspectives that emerged from the study. It can be observed that there is unanimous strong disagreement across the three factors on statement 1, 2 and 6. These three statements reflect the view that process use does not deserve any special attention in evaluation, because it will occur in any evaluation without any special effort. Focusing on it will take the precious time of staff and organisations and can result in delays in the availability of evaluation findings for critical decision making; increases cost of undertaking evaluation; and that it is a concept that has been carved out to justify the need for evaluations.

The general disagreement across the three factors of this view of process use shows the strong interest among programme implementers in process use. These views were not expected especially from programme implementers who have been perceived and tagged as not very receptive to evaluation. The rejection of the views is rather an indication of the important place evaluation occupy in the minds of programme staff, and therefore a potential for collaboration with them to maximise the utility of evaluation.

Table 4.21: Statements in which there is Consensus

		Factors		
Statements	No	1	2	3
Process use is a bye product of evaluations and deserves no attention	1	-4	-4	-4
The evaluation process resulted in waste of the precious time of organisations and their staff	2	-4	-4	-4
Process use is an attempt to justify evaluations in view of disappointments with their contribution to programme goals and objectives	6	-2	-2	-3
Regular decision making processes and procedures have been adjusted to ensure improvement in programme functioning	16	0	1	0
We gained a broader perspective of the programme from the issues that emerged during the evaluation process	35	3	3	1

Source: Analysis of Field Data (April, 2011)

The recognition that process use needs to be facilitated in order to derive maximum benefits from it is indicative of the need for collaboration between evaluators and non-evaluators. Some benefits recounted by respondents in support of their views included for instance, the recognition that process use guarantees the availability of quality and reliable data, which can serve as a basis for making appropriate recommendations; ensures the early identification of shortfalls and their quick resolution; and facilitates healthy interaction between evaluators on one hand and implementers on the other leading to shared understanding of issues and for appropriate recommendations to be made.

Further light on these statements by respondents is presented in Box 4.3.

Box 4.3: Quotes from Respondents on their Views on Statements 1, 2 and 6.

'The opportunity to validate and clarify issues brought about the appropriate understanding of the issues raised by the evaluators and their appreciation of the challenges in the programme and for appropriate recommendations to be made. This would have been missed leading to wrong recommendations'
'The quality of output generated from the evaluation depends on how confident and comfortable as well as secure the respondents feel. A poor administration of the process would lead to misleading responses that would mar the integrity of the evaluation'
'Not much information on performance gaps is identified in reports. However, when an evaluation is done with process use in mind, a lot of issues come up which helps with the solutions to the problems'
'Evaluation is an important measure and ensures that the programme is on track. Shortfalls are identified early and addressed. Hence it is not a waste but a means to strategize for improvement'
'Process use rather than increasing cost and time spent in evaluations, ensures that things are done right and cost and delays are decreased'

Source: Survey among Evaluation Participants (April, 2011)

There is nearly a neutral opinion on statement 16, which conveys information on the ability of process to directly affect decision-making. The non-expression of a strong voice or opinion especially in agreement with the statement shows a weakness of process use, which is unanticipated. The strength in the argument for process use is that, it is a mechanism that ensures that evaluations are used (Podems, 2007). Respondents' inability to establish a strong opinion on this statement is a reflection that process use may be able to bring out the issues clearly during the evaluation process but that may not be enough to provide a basis for decision-making if it is not consciously adopted as a strategy for ensuring the use of evaluation.

Statement 35 which expresses the idea that process use enhances shared understanding received the highest level of agreement across the three factors. Process use enhances understanding of programme by both evaluators and programme implementers as exclaimed by one respondent. 'I now have a better understanding of the programme.' When evaluators and programme implementers are at the same level of understanding of the programme, a way is paved for a positive interaction and exchange among them leading to formulation of recommendations that are implementable. The consensus in agreement on this statement indicates the potential process use has in providing clarity on programmes whose implementation arrangements may be unconventional as is the case of innovative programmes.

When such programmes employ process use evaluation at the initial stages of programme implementation, programme staff have the opportunity of learning more about the programme and therefore in a better position to implement the programme more confidently and successfully.

4.4 Results and Discussions on Factors Affecting the Occurrence of Process Use

This section of the chapter presents and discusses the perspectives that emerged on what constitutes the factors that account for the occurrence of process use in an evaluation. Respondents to this research question were the DWAP evaluation participants. Consequently all the perspectives shared on this research question are from the DWAP evaluation participants. Three groups of perspectives emerged on the factors that influence the occurrence of process use in an evaluation: factor 1(the integrative perspective), factor 2 (the resources perspective), and factor 3 (the information flow and evaluation culture perspective). Appendix 3 presents the various outputs that came out of the analysis including the profile of the respondents. Respondents came from diverse backgrounds as reflected in the profile and have ample experience of the subject matter under investigation.

Table 4.22 shows the three factors and the respondents who are identified with each factor.

Table 4.22: Three Factor Matrix for Research Question 4

Q Sort No	Q Sort ID	Factors 1	2	3
1	mystd01d	0.0168	-0.0762	0.5002X
2	mystd02d	0.3691	-0.0876	-0.2724
3	mystd03d	0.0472	0.4251X	-0.1755
4	mystd04d	0.196	0.0613	0.5975X
5	mystd05d	0.3265	0.046	0.3457
6	mystd06d	0.5937X	-0.0321	0.2164
7	mystd07d	-0.0346	-0.4769	0.6485X
8	mystd08d	0.4685	-0.0772	0.4873X
9	mystd09d	-0.0413	0.7901X	0.0114
10	mystd10d	0.7873X	0.1103	0.1532
11	mystd11d	0.5282X	0.0783	0.1881
12	mystd12d	0.4577X	0.0689	-0.1326
13	mystd13d	0.4398	0.36	0.327
14	mystd14d	0.6524X	-0.136	-0.1892
15	mystd15d	0.0592	0.075	-0.2858
16	mystd16d	0.7170X	0.4196	-0.1952
17	mystd17d	0.6403X	-0.13	-0.0767
18	mystd18d	0.6876X	-0.1284	0.078
19	mystd19d	0.2281	0.7245X	0.058
20	mystd20d	0.5546X	0.1011	0.2317
21	mystd21d	-0.0267	0.4792	0.6410X
22	mystd22d	-0.1775	0.5233X	0.358
23	mystd23d	-0.0639	0.3078	-0.0831
	%expl.Var.	19	11	11

- **X Indicates a defining Sort**

Source: Survey among Evaluation Participants (April, 2011)

Table 4.23 shows the correlation between the factors. Each of the factors as shown in the table is uniquely defined.

Table 4.23: Correlation between Factors for Research Question 4

	1	2	3
1			
2	0.101		
3	0.1481	0.1149	

Source: Survey among Evaluation Participants (April, 2011)

The Factor characteristics depicted in Table 4.24 shows that the factors are reliable. Each of the factors has more than the minimum number of defining variables required in order to illustrate a given perspective.

Table 4.24: Factor Characteristics for Research Question 4

	Factors		
	1	2	3
No. of Defining Variables	9	4	5
Average Rel. Coef.	0.8	0.8	0.8
Composite Reliability	0.973	0.941	0.952
S.E. of Factor Scores	0.164	0.243	0.218

Source: Survey among Evaluation Participants (April, 2011)

4.4.1 Integrative Group

Nine people were identified with this perspective compared to only four who were identified with factor 2, and five people who were identified with factor three. The integrative perspective on factors affecting process use is that, process use is a function of stakeholder involvement; skills and knowledge of the evaluator in facilitation and group processes; and organisational and leadership support. The perspective reflects the ideal conditions required for facilitating process use. This perspective is reflected in the statements contained in Table 4.25.

Table 4.25: Statements Illustrating Factor 1

No.	Statement	Rank	Score
34	Verbal presentation of the evaluation findings to intended users gives them opportunity to seek further clarifications on recommendations and therefore enhances process use	4	1.72*
20	When stakeholders are involved in verifying conclusions and recommendations process use occurs	4	1.71*
5	The use of FGDs and other group processes as the medium of engagement with evaluation participants enhances process use	3	1.36*
33	Process use is facilitated by having genuine support from the programme and organisational leadership	3	1.31*
17	Evaluations in which stakeholders perceive the purpose of the evaluation as a non threatening activity have a higher chance of experiencing process use	2	1.26*
13	Evaluators without people skills such as building relationships, facilitating groups, managing conflicts and interpersonal communication cannot facilitate process use	2	1.15*
24	Evaluator’s background, experience, credibility, perceived position of authority has influence on the occurrence of process use in an evaluation	-2	-0.99*
2	The main driver of the evaluation should be the evaluator if process use is to occur	-3	-1.42*
6	Evaluations that produce findings consistent with held beliefs and expectations of staff certainly experiences process use	-3	-1.51
15	Technical skills and social science knowledge on the part of the evaluator are enough to assure process use in an evaluation	-4	-2.16*

($P < .05$; Asterisk (*) Indicates Significance at $P < .01$)

Source: Analysis of Survey Data (April, 2011)

The perspective is that when stakeholders are involved especially in verifying conclusions and recommendations through the organisation of debriefing meetings, a platform is created for clarifying issues as well as the sharing of experience and knowledge and the building of consensus. As a result, there is enhanced understanding and ownership of findings and a commitment to follow them through. Integral to the group's perspective also is that, learning and consensus building and eventual use is achieved through excellent facilitative skills coupled with support and commitment of programme and organisational leadership to use. The skill of the evaluator and his conversancy with people skills such as building relationships, facilitating groups, managing conflicts and interpersonal communication according to the perspective, are fundamental to process use occurrence.

Box 4.4 presents statements that capture the important qualities and skills required by evaluators in order to facilitate process use in the view of people who identified with the perspective.

Box 4.4: Expressions on the Importance of People Skills in Evaluation

'People skills such as building relationships with stakeholders is very key to facilitating process use of evaluation'

'An evaluator with people skills brings out the best in people and enhances their learning and improvement'

'An evaluator's ability to listen, probe and reflect is key component of process use. Consequently, an evaluator without people skills, communication skills, and ability to manage conflicts cannot facilitate process use. He/she needs to be someone who is friendly and able to carry people along with him/her. He must have people skills'

Source: Analysis of Survey Data (April, 2011)

This perspective on the skills required by evaluators is a departure of what conventional or traditional conception of the role of the evaluator. Traditionally, the evaluator has been viewed as a neutral, detached social scientist whose trust is in methods (Weiss, 1998; Skolit, Morrow & Burr, 2009).

Integral to the perspective also, is the recognition of organisational and leadership support for evaluation as a complement to stakeholder involvement and the competence and skill of the evaluator, if facilitated process use is to be attained. Organisational support ensures committed participation of staff and frankness in the exchange of information and ideas owing to staff assurance that they will not be victimised. Comments by respondents to support the perspective they hold are contained in Box 4.5

Box 4.5: Comments on Organisational and Leadership Support for Evaluation

'When leadership of an organization is ready to support the staff in project implementation, then process use will be enhanced as no worker will feel victimized for doing what is right or refuse to accept blame for their actions'
'Process use is higher and is an organizational culture in organisations with strong organizational leadership support for evaluation and in organisations where risk can be taken without fear of punishment'

Source: Survey among Evaluation Participants (April, 2011)

The importance of organisational support in ensuring process use was also alluded to by Leeuw and Furubo (2008) when they indicated that evaluation activities are carried out by evaluators within organizational structures and institutions and not only by sole-trader evaluators. Without organizational support, therefore, and in spite of the good intentions of a technically competent and people-skilled evaluator with knowledge endowed in group processes, there cannot be process use. According to Preskill *et al.* (2003), when organisations/leadership support learning from evaluation, their employees are more likely to engage in and believe in the value of evaluation.

4.4.2. Resources Group

Four people were identified with this perspective. The resources group holds that the quantity of resources committed to an evaluation influences the occurrence of process use. Table 4.26 contains the statements that illustrate the perspective held.

Evaluation requires substantial amount of financial resources and time to procure quality data which can be very expensive and time consuming as well as hiring an independent evaluator. Besides, making staff time available to participate in the evaluation especially making them aware of the implications of the evaluation was seen as having the ability of positively influencing the occurrence of process use. The fame and competence of the evaluator in facilitation skills and in managing group processes was particularly regarded as an essential resource in the evaluation process that has a catalytic effect on process use occurrence. The evaluator's fame and competence was perceived as capable of influencing the interest and eagerness with which staff attach to an evaluation and consequently their level of participation in the process.

Urgency was also of essence to the perspective. Thus with the requisite resources, evaluation could always be conducted at any time that the organisation or programme needs it, and the results made available on time to enable their use.

The perspective held was not in tandem with the assertion that evaluation findings have to be consistent with evaluation participants' expectation in order to facilitate process use as proposed by Lawrenz, Huffman and McGinnis (2007). The understanding and interpretation of the statement accounted for their disagreement with it as was revealed during the post sorting interview.

Table 4.26: Statements Illustrating Factor 2

No.	Statement	Rank	Score
13	Evaluators without people skills such as building relationships, facilitating groups, managing conflicts and interpersonal communication cannot facilitate process use	4	2.08*
37	Evaluations that have short duration and allocated few resources limits the amount (and quality) of the data collected and therefore use of the evaluation	4	2.00*
21	The involvement of stakeholders in the planning and implementation of the evaluation guarantees process use	3	1.98*
24	Evaluator's background, experience, credibility, perceived position of authority has influence on the occurrence of process use in an evaluation	2	0.87*
7	When the implications of the results of an evaluation is made clear to the stakeholders, process use will most certainly occur	1	0.7

(P < .05 ; Asterisk (*) Indicates Significance at P < .01),

Source: Analysis of Field Data (April, 2011)

The statement is a reflection of the type of information that will be generated, whether the information is of interest to them; and not about whether the information is bitter to them or not as was understood by the participants.

Verbal presentation of the evaluation findings was not considered very important in spite of the potential the verbal presentation has for ensuring the use of evaluation. Oral presentations allows for dialoguing between programme participants and the evaluator on areas of concern. During the discussion of the findings, information is also shared among the participants thus enabling the learning of new ideas, and the formation of networks. Oral presentation of especially preliminary findings will give opportunity for evaluators to capture situations that they have missed. Participants' level of knowledge and experience of the programme being evaluated was also not recognized as an important factor in influencing process use as well as forming a taskforce within the organization to work with the evaluator as a way of mainstreaming process use.

What matters for process use occurrence to this perspective is ensuring that there are adequate resources available to hire a technical competent influential evaluator who is also endowed with people skills and knowledge in group processes, and making resources in the form of staff time available. When these are available, quality data of the form and type that is useable will be collected.

The work of Taut and Alkin (2003) among programme staff revealed that, inadequate data systems and lack of resources, especially lack of programme staff time, was most often mentioned as evaluation factors hindering the evaluation process. Taut and Alkin (2003) found out among programme implementers that, evaluator competence is a major barrier to implementing evaluation. Respondents in their study identified social knowledge along with knowledge of programme and its context as more important competences of the evaluator than technical competence. Similarly, Preskill *et al.* (2003) also profiled the facilitation skills of the evaluator in achieving process use compared to his technical competence. To Preskill *et al.*(2003) regardless of who the facilitator is, well-honed facilitation skills are of critical importance given that stakeholder groups often include managers and their subordinates, community members and internal staff, or any other mix of individuals who differ in position, power, authority, and experience.

4.4.3 Information Flow and Evaluation Culture Group

This perspective profiles the flow of information in the evaluation as an important ingredient for achieving process use. This view is illustrated by the statements contained in Table 4.27. Providing clarity of understanding to major stakeholders of the evaluation and providing them with immediate and relevant feedback ensure buy in of the stakeholders into the evaluation. Ensuring a functioning communication builds trust between the evaluator and programme implementers, paving way for more open and frank discussions and the generation of data that provides sufficient basis for informed decision making. Group processes and the employment of learning processes as dialoguing, exploring assumptions and solutions were found to be instrumental to the transparent flow of information and the building of confidence and consensus. Learning processes as dialoguing and reflection, questioning of assumptions, values, and beliefs, enable individuals to come to more fully understand the evaluand, the organization, themselves, each other, and evaluation practice.

An organisation that has a learning culture in which determining what worked and what did not work is rewarded has a more likely chance of experiencing process use. An organization in which members freely share information, trust one another, consistently ask questions, and take risks is considered as having a learning culture in which process use thrives. A learning organisation captures its own happenings on the programme and therefore evaluation findings will more likely be in line with their beliefs. When this happens, the process use of the evaluation is assured. In such an environment, evaluation is not likely going to be perceived as a threatening activity thus paving the way for the process use of the evaluation.

Table 4.27: Distinguishing Statements for Factor 3

No.	Statement	Rank	Score
5	The use of FGDs and other group processes as the medium of engagement with evaluation participants enhances process use	4	2.21*
7	When the implications of the results of an evaluation is made clear to the stakeholders, process use will most certainly occur	4	1.53
8	Nature and quality of communications and interactions during the evaluation process affects the occurrence of process use	2	1.16*
4	When determining what worked and what did not work is rewarded in an organisation, process is promoted	2	1
9	Process use is common in evaluations in which stakeholders participating in an evaluation trust one another	2	0.85*
6	Evaluations that produce findings consistent with held beliefs and expectations of staff certainly experiences process use	2	0.68*
25	Evaluator's ability to employ learning process as asking questions, dialoguing, and reflection, exploring assumptions and giving and receiving feedback enhances process use occurrence	1	0.64
30	Programmes that have widespread generation, access and use of information experience process use compared to others	-2	-1.08*
27	When employees are recognized and rewarded for implementing evaluation findings, process use has a higher chance of occurring	-4	-1.71*
1	Evaluation of programmes that have strong political support has limited chance of experiencing process use	-4	-2.39*

($P < .05$; Asterisk (*) Indicates Significance at $P < .01$)

Source: Analysis of Field Data (2011)

The importance of frank and open discussions in facilitating learning has long been acknowledged by Argyris and Shon (1978). In order to achieve the double loop learning in their model, they propose the creation of a platform where stakeholders can freely express their concerns. According to Suárez-Herrera *et al.* (2009), the creation of dialectical processes in a group participatory evaluation process enables the building of consensus between different and often conflicting stakeholder perspectives as well as developing a set of ongoing practices based on mutual interaction, cooperation, dialogue and negotiation.

Learning processes as outlined by the group are perceived by constructivist theorists as engaging the mind and therefore are effective in promoting adult learning. Preskill *et al* (2003) noted that the more occasions programme staff have for sharing information, challenging assumptions, asking questions, and publicly reflecting on past experiences, the more likely they are to experience process use learning.

The importance of an organizational learning culture in the promotion of process use is appreciated when placed alongside the usual fear and uncertainty on the part of evaluation participants regarding what is being sought from them and the effect the evaluation will have on them. Besides this fear, some participants also express doubts as to what eventually the information when received will be used for. Some participants also feel threatened by evaluation because they perceive the outcome of the evaluation as a reflection of them or their work. These fears, doubts, lack of trust have been appropriately labeled human factor by Taut and Alkin (2003). Thus for an organisation or programme to experience process use in its evaluation, the support of the organisation and its leadership is vital in alleviating the fears and erroneous impressions staff have about evaluation.

This perspective disagrees with the view that evaluation of politically supported programmes is not a candidate for process use. This view is contrary to Newcomer, Hatry and Wholey (2010) who hold that programmes for which there is considerable political support are less likely candidates of evaluation that influence decisions about programmes. Programmes for which decisions must be made about continuation, modification or termination are good candidates for ensuring process use.

4.4.4 Consensus Statements

Table 4.28 presents the statements which were common to all the three perspectives. Even though, the intent of Q Methodology is not to seek agreement among respondents but to give respondents the opportunity to express their individual subjectivity, the analysis of the consensus statements and discussions with respondents after the analysis revealed that, the consensus statements reflected salient points they consider vital to mainstreaming process use in evaluations. The consensus statements were found to be a representation of their shared subjectivity.

Respect for cultural sensitivity: All the three perspectives recognised the need to take into account the evaluation context when doing evaluation if process use is to be assured. A respondent captured this view as follows: 'in evaluation, cultural views and individual opinions need to be listened to as one man is not the only knowledgeable person in society.' This view is in line with what Rosalie and Preskill (2001) envision as a learning approach to evaluation. That is, one which is contextually-sensitive, ongoing, and supports dialogue, reflection, and decision making at department and programme as well as organization-wide levels.

Knowledge and respect for and sharing of cultural diversities in an evaluation will allow for unique problems and opportunities related to the programme to be identified and for appropriate recommendations on the redesigning or modelling of the programme to be made. Carden and Earl (2007) emphasised the importance of situating evaluation process into organisational context if process use is to be assured.

Table 4.28: Consensus Statements for Research Question 4

		Factor 1	Factor 2	Factor 3
.	Statement	Rank	Rank	Rank
3*	To neglect cultural sensitivity is to disrespect key stakeholders of the evaluation present and to imperil use and process use	2	2	3
14*	The extent to which programmes and organizations support developing evaluation capacity determines the occurrence of process use	-1	0	0
18	Programmes or organisations in which risk can be taken without fear of punishment have a greater chance of experiencing process use	0	-1	0
19*	Programmes or organisations in which learning how to learn is as important as what is learnt have a more likelihood of experiencing process use	1	1	1
22*	Because a conscious effort was made to develop the mind-set and skills required by key stakeholders to support use, process was in abundance	-3	-3	-2
23*	When the evaluator is able to bring his position as an independent person to bear on the process, process use is assured	0	-1	0
25	Evaluator’s ability to employ learning process as asking questions, dialoguing, and reflection, exploring assumptions and giving and receiving feedback enhances process use occurrence	3	3	1
28*	The mere expectation of employees to share their learning from the evaluation process with others ensures the occurrence of process use	-2	-1	-3

All Listed Statements are Non-Significant at P>.01, and Those Flagged With an * are also Non-Significant at P>.05.

Source: Analysis of Field Data (April, 2011)

Evaluation culture: The incorporation and valuing of learning how to learn in an organisation has a positive influence on process use occurrence. This was acknowledged by all the three groups of people. Similarly, Cousins, Goh, Clark & Lee (2004) and Amo and Cousins (2007) acknowledge that, the effect evaluation has on an organisation or a programme is dependent on the programme or organisation's ability to learn.

Efforts at ensuring use: The strong rejection of the view that conscious efforts were made in the evaluation they participated in thereby assuring process use in the evaluation, is a reflection of how programme implementers lament the lack of efforts in evaluation to facilitate process use occurrence. They did not feel that conscious efforts were made during the evaluation process to promote the use of the evaluation. This is also mainly because process use is yet to be mainstreamed as a strategy for ensuring use in many evaluations as revealed during the post sorting interviews.

This reinforces the inherent drive and position in this study that, there is the need to go beyond recognition of process use as an incidental consequence of evaluation to consciously integrating it into evaluation if maximum value is to be derived from it. Forss, Kruse, Taut & Tenden (2006) illustrated this point succinctly when they stated that, terms of reference requesting for evaluation should explicitly request capacity building, identify which capacities that are to be strengthened, where in the organization and how – in the process of evaluation (Forss *et al.*, 2006, p 139).

Employment of learning processes in evaluation: The general concord on the statement expressing the need for learning processes to be integrated into evaluation processes is a reflection of how programme implementers profile learning in evaluation. The employment of processes as asking questions, dialoguing, and reflection, exploring assumptions and giving and receiving feedback enhances process use occurrence and should be greatly pursued by programmes and evaluators who intend to conduct evaluation that will be used. These activities are believed by constructivist theorists to engage the mind and are required if effective learning is to take place.

However and in spite of the importance attached to learning in evaluation by programme implementers, not many efforts were made within organisations and programmes to promote the sharing of learning. Programmes and organisations merely expected their staff to share the learning that takes place in evaluation with their colleagues. Defined strategies for sharing learning in programmes need to be explored. Other mechanisms for enhancing use include the use of the organisation or programme newsletter, internet/intranet, writing of field stories, organisation of sharing meetings among others. These should be instituted in programmes or organisations if the best is to be made of the learning that takes place in an evaluation.

4.5 Results and Discussions on Forms of Stakeholder Involvement for Evaluation Process Use

This section of chapter five contributes to the view that stakeholder involvement is a prerequisite for the occurrence of process use in evaluation. It presents and discusses the output that emerged from the analysis on the form of stakeholder participation in evaluation required to enhance process use in evaluation. Appendix 4 presents the various outputs that came out of the analysis including the profile of the respondents.

There were 25 respondents to this research question. These were made up of 10 and 15 respondents from the JICA supported CHPS project and the STWSSP respectively. Respondents were also from diverse backgrounds as reflected in the profile and have ample experience of the subject matter under investigation. Table 29 shows the factors that emerged from the analysis.

Three factors emerged significant. Factor 1 appropriately labelled as timing of involvement and information flow perspective had seven respondents identifying with the perspective. Factor 2 defined as who to participate and how perspective had eight people identifying with it while factor 3 labelled as role and competence of evaluator group had five respondents loading on it.

Table 4.30 presents the correlation between the factors. The low correlation between the factors indicates that factors were clearly defined. The characteristics of the factors which define the reliability of the results are presented in Table 4.31. All the characteristics show that the results are reliable.

Table 4.29: Factor Matrix for Research Question 5

QS	ORT	1	2	3
1	mystd09c	0.3915	0.6314X	0.1457
2	mystd08c	0.2102	0.6342X	-0.071
3	mystd07c	0.0645	-0.0325	0.306
4	mystd06c	0.3058	0.5944X	0.2327
5	mystd05c	0.408	0.0026	0.2639
6	mystd04c	0.6205X	0.2263	0.4455
7	mystd03c	0.1006	0.2685	0.9071X
8	mystd02c	0.1091	0.2989	0.8170X
9	mystd01c	0.5883X	0.236	0.4397
10	mystd09s	0.2264	0.1635	0.8587X
11	mystd08s	0.5793X	0.4664	0.2885
12	mystd07s	0.2053	0.4859	-0.3526
13	mystd06s	-0.2187	0.5447X	-0.0747
14	mystd05s	0.0566	0.5061	0.3236
15	mystd04s	0.4244	-0.0435	0.6117X
16	mystd03s	0.7278X	0.1692	0.1116
17	mystd02s	0.8129X	0.0859	0.0485
18	mystd01s	0.0911	0.7537X	0.4943
19	mystd10s	0.105	0.7973X	0.0304
20	mystd10c	0.1534	0.1052	0.9104X
21	mystd11s	0.8906X	0.124	0.0934
22	mystd12s	0.8970X	0.0626	0.0308
23	mystd13s	0.1884	0.7892X	0.0782
24	mystd14s	0.3164	0.4274	0.2748
25	mystd17s	-0.039	0.7410X	0.2518
%	expl.Var.	19	20	19

- **X Indicates a defining Sort**

Source: Survey among Evaluation Participants (April, 2011)

Table 4.30: Correlations between Factor Scores

	1	2	3
1		0.3392	0.3366
2			0.4001
3			

Source: Survey among Evaluation Participants (April, 2011)

Table 4.31: Factor Characteristics for Research Question 5

	Factors		
	1	2	3
No. of Defining Variables	7	8	5
Average Rel. Coef.	0.8	0.8	0.8
Composite Reliability	0.966	0.97	0.952
S.E. of Factor Scores	0.186	0.174	0.218

Source: Survey among Evaluation Participants (April, 2011)

4.5.1 Timing of Involvement and Information Flow Perspective

The perspective held by this factor is illustrated by Table 4.32 which is derived from the Normalised Factor Scores for the Factor Table and the Distinguishing Characteristics for the Factor Table presented in Appendix 4. Respondents who loaded on this factor were mainly (5 people out of 7 people who loaded on the factor) from the STWSSP. Thus the perspective reflects mainly participants from the STWSSP. As captured in Table 4.32, this group perceives the form of stakeholder involvement required to facilitate process use in terms of the stage of the evaluation process that stakeholders need to be involved most and the need for flow of information in an environment of respect, openness and frankness in the evaluation process. At the very onset of the evaluation, programme managers are expected to brief staff of the evaluation, its purpose, its process and what are expected from staff to make the evaluation worthwhile. Their input into the evaluation process is also solicited at this stage. The involvement of stakeholders at this crucial stage in the process is important in ensuring buy-in and ownership of the evaluation by programme management and staff and the identification of obstacles and triggers for use to be identified and incorporated into the evaluation.

Table 4.32: Statements that Illustrate Factor 1 Perspective

No.	Statement	Rank
2	Evaluation managers inform stakeholders about the evaluation, describe its broad parameters, identify the evaluator and initiate dialogue in order to enhance process	3
7	Constantly keeping stakeholders informed of their expectations and developments is a way of promoting process use	2
6	Organising the evaluation at a time that allows the evaluation to affect decisions to be made about the programme encourages participation and facilitates process use	2
15	When friendly, open and frank discussions, while respecting differing opinions and individual sensitivities is encouraged by the evaluator, process use is enhanced	3
21	Evaluators without people skills such as building relationships, facilitating groups, managing conflicts and interpersonal communication cannot facilitate process use	1
18	Packaging and disseminating evaluation findings bearing in mind the needs of the different stakeholders enhances process use	-1
13	By ensuring that all key stakeholders “down to the grassroots level” have access to information on the evaluation at very stage is a way of enhancing process use	-1
25	Discussion of evaluation findings as a group enhances the process use of the evaluation	-2
19	The use of pre-departure debriefings on initial findings is as weak as the effect of main evaluation report in influencing process use	-3

Source: Survey among Evaluation Participants (April, 2011)

It will afford evaluators the opportunity to disabuse the minds of staff of the wrong impressions they have about evaluation and the fears they harbour concerning giving out information because they do not know what the information will be used for. This initial briefing to staff about the evaluation will ignite a deep thinking process in the staff about the programme; during which process new thoughts and insights emerge and help in the evaluation. Box 4.6 presents comments by the group on the need for stakeholder involvement at the very early stage of the evaluation.

Box 4.6: Views on the Need for Early Stakeholder Involvement of Stakeholders

‘The whole evaluation process should be discussed with management for the evaluator to understand issues from the very onset. Evaluators need to know the cultural values of the key stakeholders as to be guided by them so as to assure their cooperation and meaningful contributions in the process’

‘If stakeholders do not understand the purpose of the evaluation, they may not cooperate and key information may not be discussed’

‘Stakeholder consultation is very important and needs to be done early to ascertain their willingness and ability to participate in the process’

‘Assessing the information needs of stakeholders is crucial and can bring a difference to the use of the evaluations’

‘Without the involvement of the stakeholders the evaluation would have no basis. Again stakeholder information needs and commitment are important to the success of any evaluation in terms of process and participation’

Source: Survey among Evaluation Participants (April, 2011)

Preskill & Caraceilli (1997) found among evaluators that the most important strategies for facilitating use are planning for use at the beginning of an evaluation. Preskill *et al.* (2003) and Russ-Fit and Preskill (2001) observed that evaluation with use in mind engages stakeholders in determining the evaluation’s purpose, key questions, and sometimes its design and implementation. The involvement of stakeholders at the end stage of the evaluation was highly profiled by the group.

The use of pre-departure debriefings according to the group's perspective ensures that immediate feedback is available to the programme while they wait for the finalisation and arrival of the evaluation report. This will also provide opportunity for the evaluator to seek clarifications to issues which emerged in the evaluation which could not be treated as objective facts and for staff to also contribute by clarifying or strengthening certain initial impressions the evaluator may have about the programme. Flow of information during the evaluation will contribute to the building and maintenance of trust between staff and evaluators essential for the successful conduct of an evaluation that is credible, reliable and that is used.

It is recognised that this flow of information goes beyond the beginning and end stages of the evaluation but to be institutionalised throughout the evaluation process. Every opportunity should be used to provide information. Preskill and Caracilli (1997) concurs with the view of the group on information in their work. They found out that communicating findings to stakeholders as the evaluation progresses, and developing a communication and reporting plan to ensure continuous information are cardinal to evaluation use. A review of empirical research on evaluation by Johnson *et al.* (2009) suggests that engagement, interaction, and ongoing communication between evaluation clients and evaluators are critical to the meaningful use of evaluation.

However, the group did not feel strongly that it is possible to ensure flow of information to all stakeholders down to the grassroots level. Even though they appreciate the importance of information flow, they are of the view that it is not practically possible to ensure flow of information to especially every level including the grassroots level. Box

4.7 contains comments by the group on the need for ensuring frankness, openness and information flow in an evaluation.

Box 4.7: Need for Frankness, Openness and Information Flow in Evaluation

'Openness and frankness is a prerequisite to a successful evaluation and learning process. There should not be secrecy in the process. Access to information brings about success in whatever endeavour you want to do'
'In an open and frank environment learning takes place and all contributors and listeners go home with something new. Also some salient points that can advance project implementation are brought up'
'Cordial relationship with stakeholders and adequate information about the evaluation clear suspicion such as perception of the evaluation being a witch hunting activity'
'It is only when all stakeholders have access to the evaluation information that we can be assured that the findings will be implemented should the need arise'
If evaluation is to be successful it needs openness and frankness. There should be room for information flow in the evaluation process'

Source: Survey among Evaluation Participants (April, 2011)

The evaluation should be organised at a time that is suitable to participants and meet their information needs. Timing of the evaluation is also perceived as having a bearing on the relevance of findings, their eventual use and securing the genuine participation of stakeholders. The comments by the group regarding the relevance of the timing of evaluation to the use of evaluation are contained in Box 4.8.

Box 4.8: Importance of Timing in Evaluation

'Identifying the scope of the evaluation, the stakeholders and the right evaluator are very essential in the conduct of evaluations. What is more is that evaluation must be done at the right time if it is to meaningful in terms of findings and process use'
'If you organise an evaluation that will yield findings detrimental to a politician in an election year, the evaluation process will be stifled from the start'
'Organising the evaluation at a time appropriate for stakeholders ensures their participation and the derivation of the maximum goal of their participation'

Source: Survey among Evaluation Participants (April, 2011)

4.5.2 Who to Participate and How Group

An analysis of the composition of this group revealed that members were from both the STWSSP and the CHPS project. Eight people were identified with the factor/group out of which five were from the STWSSP while the three came from the CHPS project. The concern of this group is on which of the stakeholders to involve and how to involve them meaningfully. The type of evaluation participants and the processes of involving them are important to ensuring process use. Table 4.33 illustrates the perspective of the group. Stakeholders with strong interest and want to know something about the programme should be involved. Such stakeholders will be keen to participating in and making use of evaluation compared to others. To ensure the meaningful involvement of stakeholders, it is important to assess the information needs of participants at the beginning of the evaluation to determine which people have strong interest in the evaluation in order to incorporate their needs into the evaluation to keep the evaluation relevant to them if process use is to be assured.

Table 4.32: Statements Illustrating Factor 2 Perspective

No.	Statement	Rank
23	Involving stakeholders who have an interest and want to know something more about the programme will enhance process use of evaluations	3
25	Discussion of evaluation findings as a group enhances the process use	3
15	When friendly, open and frank discussions, while respecting differing opinions and individual sensitivities is encouraged by the evaluator, process use is enhanced	3
13	By ensuring that all key stakeholders "down to the grassroots level" have access to information on the evaluation at very stage is a way of enhancing process use	2
22	Involving stakeholders and participants in an evaluation process focusing on issues that are relevant for them will increase process use	1
9	To neglect cultural sensitivity in an evaluation is to disrespect key stakeholders of the evaluation present and to imperil use and process use	1
19	The use of pre-departure debriefings on initial findings is as weak as the effect of main evaluation report in influencing process use	1
12	Assessing the information needs of stakeholder groups/individuals and gauging their potential/level of commitment will not bring any difference to the use of evaluations	-2
5	Following-up to determine if decision-making is being informed by evaluation constitutes an interference of management's work and is not necessary	-2
16	Evaluator need not reach decisions with the staff and management about the implications of the analysed information in order to promote process use	-3

Source: Survey among Evaluation Participants (April, 2011)

Armed with the information needs of the different stakeholders, the evaluation is designed with attention to the identified needs and conducted in a manner that takes into consideration the different contexts and sensibilities so as not to scandalise them or lose their interest or feel lost out of the process. It is important to allow for the flow of information in the evaluation process and to reach decisions with management and staff about the implications of the analysed information .Group discussions allows for the attainment of collective comprehension and action on key decisions vital for the success of the programme.

Group processes is one of the mechanisms for ensuring active participation and the attainment of social learning in accordance with constructivist learning theory. It also allows the evaluator the opportunity to gain a comprehensive understanding of the programme and for the forging of consensus on key decisions required for the enhancement of the programme. Discussing of evaluation findings as a group facilitates enhanced understanding of the programme and for collective mapping up of strategies to implement the evaluation findings. Equally, provision for follow up in evaluation by evaluator to find out how findings are being implemented helps in the implementation of evaluation findings by keeping programme staff in mind that there will be a check on them to find out how they are implementing findings. The follow-up will also aid in the identification and resolution of challenges involved in implementing evaluation findings.

Some perspectives on the need for follow up, group discussions of findings by the group members are shown in Box 4.9.

Box 4.9: Views on Following up and the Use of Focus Groups in Evaluation

'Use of focus groups enhances cross fertilisation of ideas and it is good for the evaluation'

'Discussions of findings as a group is very important as it will afford all stakeholders access to the findings and therefore enhances process use'

'Following up is very crucial in every decision making. Feedback from the follow up will help ensure better decision-making'

Source: Survey among Evaluation Participants (2011)

5.5.3 Role and Competences of the Evaluator Group

The role and competences of the evaluator group is made up of five people (3 out of the 10 people in the CHPS programme and 2 out of the 15 respondents in the STWSSP). Thus the group is proportionately dominated by the CHPS evaluation participants.

Table 4.34 illustrates the perspective of the group. The role of the evaluator is recognised in this group. However, his role is appreciated not in terms of the perceived conventional role of him/her as an independent technical person, but someone with the ability to affect participants in a way that the outcome of the evaluation is not a reflection of their persons, a common fear harboured by programme implementing staff about evaluation. This will mean that he provides participants with a guided journey of discovery in which learning and not judgement is the cardinal objective.

His exit strategy is also very vital while his knowledge and skills in the use of modern techniques in the presentation of his/her findings in order to drive home the point succinctly especially during his debriefings is also very recognised. His show of respect for culture and context and his ability to allow the flow of information is very much recognised in carrying the people along in the evaluation and assuring process use. Similarly skills in stimulating sharing and expressing multiple view points are very much recognised as the basis for facilitating collective comprehension and action.

Table 4.34: Statements Illustrating the Perspective of Factor 3

No	Statement	Rank
24	By helping key stakeholders to avoid attaching their egos to the outcome of the evaluations encourages genuine participation and process use	3
11	When stakeholders are provided with a guided journey of discovery that emphasizes the learning process, process use is guaranteed	1
13	By ensuring that all key stakeholders "down to the grassroots level" have access to information on the evaluation at every stage, is a way of enhancing process use	3
25	Discussion of evaluation findings as a group enhances the process use of the evaluation	3
9	To neglect cultural sensitivity in an evaluation is to disrespect key stakeholders of the evaluation present and to imperil use and process use	2
4	Stimulating sharing and expressing multiple standpoints, tends to benefit collective comprehension of the program	2
23	Involving stakeholders who have an interest and want to know something more about the programme will enhance process use of evaluations	-1
19	The use of pre-departure debriefings on initial findings is as weak as the effect of main evaluation report in influencing process use	-1
21	Evaluators without people skills such as building relationships, facilitating groups, managing conflicts and interpersonal communication cannot facilitate process use	-2
14	When findings are presented using theatre, skits or video, evaluation findings are trivialised and therefore loss their value and seriousness	-3

Source: Survey among Evaluation Participants (2011)

The following comments in Box 4.10 by the group shed more light on the skills required by evaluators in order to facilitate process use of evaluation.

Box 4.10: Skills Required by Evaluators in order to Facilitate Process use

'People skills such as building relationships with stakeholders is very key in facilitating process use of evaluations'
'The dynamism and process of the evaluator and the non judgmental attitude of an evaluator facilitated the process use'
'In evaluations, cultural views and individual opinions need to be listened to as one man is not the only knowledgeable person in society'
'Process use require more than just technical skills and social knowledge to implement an evaluation process'

Source: Survey among Evaluation Participants (April, 2011)

4.5.4 Perspectives Common to the Groups

A unique advantage of Q Methodology is that, it allows individual subjective views to be revealed on a subject matter. An additional positive of Q Methodology is that, it reveals perspectives that are common among groups of people. These common perspectives are contained in the Consensus statements table. Consensus statements are statements that do not distinguish between any pair of factors. These statements are represented in Table 4.35.

The need for preparatory work in order to realise use of evaluation as well as accelerate the occurrence of process use was shared by all three groups of perspectives that emerged. Such preparatory work will involve explaining the purpose of the evaluation, the role of the evaluation in the programme and how the evaluation ought to be conducted in order to realise its goal of contributing to programme strengthening and enhancement. Another area common to the three factors is the recognition that stakeholders to be involved in an evaluation must be people who are interested in the evaluation or people who want information that the evaluation will produce and want to be part of this discovery. This is very important especially among many governmental organisation in Ghana where evaluation is seen as an additional activity requiring incentives and motivations in order to get participants to be part of it. When interested stakeholders are involved, commitment level of participants in the evaluation process is high, which is very important to the conduct of an evaluation that is used.

Table 4.35: Consensus Statements for Research Question 5

No.	Statement	1 Rank	2 Rank	3 Rank
1*	The evaluator need not consult with stakeholders to describe the evaluation, their willingness to participate and their potential involvement in order to promote process use	-3	-3	-2
12	Assessing the information needs of stakeholder groups/individuals and gauging their potential/level of commitment will not bring any difference to the use of evaluations	-1	-2	-1
22*	Involving stakeholders and participants in an evaluation process focusing on issues that are relevant for them will increase process use	1	2	1

Source: Survey among Evaluation Participants (2011)

CHAPTER 5: FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

This chapter presents a summary of the main findings for each of the five research questions. The chapter is organised into four main sections as follows; summary of findings, conclusions, recommendations on each of the five research questions and an overall conclusion.

5.1 Summary of Findings

This section outlines the major findings on each of the five research questions.

5.1.1 Summary of Findings on Evaluation Processes

The following observations and comments were made respecting evaluation processes in the programmes.

On the status of evaluation in programmes, it was found that, evaluation was existent in almost all programmes (87%). Programmes that did not conduct evaluation were programmes of emergency nature and had shorter durations in most cases (less than two years).

The following findings were made on the purpose of evaluation in programmes and the locus of control over the decision on the purpose of evaluation:

- A significant proportion of programmes perceive the purpose of evaluation to range from learning for programme improvement (82%), fulfilment of donor requirements (70%) to passing judgement on the programme (68%)
- Eighty-five percent of programmes indicated that donors controlled the decision making on the purpose of the evaluation

The following observations were made regarding the type of evaluation:

- Project completion report emerged as the major form of evaluation in programmes (31%)
- Most (96%) evaluations were conducted externally by private consultants. Local content was in inherent in 85% of all evaluations. Externally conducted evaluations were perceived to be credible and have a wider appeal and acceptance internationally.
- Joint evaluation involving partnerships between evaluators outside of Ghana and those in Ghana constituted 41% of all evaluations. Joint evaluation was thought to provide a platform for exchanging experience and therefore an avenue for building evaluation capacity in development aid recipient countries.

The following findings were made on programme staff participation in evaluation:

- Programme staff were considered the main evaluation participants in 48% of evaluations compared to programme beneficiaries who were considered main evaluation participants in 78% of evaluations.
- Eighty-eight percent of programme staff involvement were mostly responding to questions (88%) and facilitating interactions between evaluator and beneficiary communities (54%).
- Only limited numbers of programme staff (4%) said they were involved in decision making on evaluation questions.
- Main methods employed in involving staff and beneficiaries in evaluation were personal interviews (64%) of evaluations and focus group discussions (78%) of evaluations.

- Formation of an evaluation taskforce to work with the evaluator, was employed in limited evaluations (4%)

On funding of evaluation, it was found that seventy-four percent of programme evaluation funds come as part of the budget for the programme while 74% of evaluations report a proportion of below 15% of programme funds going into evaluation.

The following were observed with respect to channels of information dissemination of evaluation

- The use of pre-departure debriefing was found to be the most common source of information on the evaluation and is therefore very important in making evaluation findings available to staff and management so that appropriate actions that require urgent attention are undertaken while they await the arrival of the final evaluation report.
- Forty-eight percent of participants acknowledged the evaluation report as their source of information on the findings of the evaluation. Of these only 40% indicated that they read the evaluation report.
- About 54% of respondents said they discussed the evaluation findings as a group in their organisations during management meetings.

5.1.2 Summary of Findings on the Uses of Evaluation in Programmes

On what programme staff expect from evaluation, the following observations emerged from the analysis:

- Fifty-eight percent of programme staff expected to learn lessons from evaluation for the purpose of improving their programmes. Some of these lessons included the identification of best practices as well as acquiring knowledge and skills in evaluation

- About 12% of respondents held the view that evaluation would lead to the continuation of the programme. Even though, the proportion of respondents that expressed this view was not significant, such a perception of evaluation creates anxiety and a defensive posture in an evaluation, thus, undermining the learning inherent in evaluation.
- Another salient voice that emerged is the expectation that issues raised that have a tendency to affect programme success but lie outside the control of programme control will be addressed for the programme to be improved upon.

On respondents' practical experience of the use of evaluation, the following findings came to light:

- An anticipated eighty-two percent of respondents identified improvements in the programme as an accomplishment of evaluation.
- Concrete examples of evaluation use ranged from modification to programmes, changes in attitudes of programme staff to enhanced understanding of programme protocols and development of evaluation capacity.

On those who mostly make use of evaluation, the following observations were made:

- Eighty-two percent of programmes studied indicated donors to be the main users of evaluation
- Donor use of evaluation for accountability does not preclude the use of evaluation for programme improvement

The following factors were found to influence evaluation use:

- Formation of a taskforce to oversee the evaluation in the implementing organization and frequent interaction between evaluation team and staff (taskforce) to keep them informed of the evaluation was rated high as a way of conducting an evaluation that is used.
- It was also the opinion of 52% of respondents that oral presentation of preliminary findings to stakeholders will facilitate use of the evaluation.
- Expectation of evaluation participants to share their learning with others; and organising the evaluation at a time critical decisions are made were the main organizational arrangements in programmes in support of evaluation use.
- Lack of feedback on evaluation forms the main disappointment of respondents on evaluation. Evaluation is the feedback mechanism in the programme cycle and ensures the effective functioning of programmes at all times. If this feedback is missing in evaluation, it means that evaluation has lost its value and should as well not be conducted.
- Ability of the evaluator to generate interest and understanding in the evaluation in programme implementers, emerged as a cardinal attribute of evaluators required to ensure evaluation use.
- Over 53% of programme managers find the posture of the evaluator especially as a fault finder a major obstacle to evaluation use. Professional skills and attitude of the evaluator in terms of respect for the sensibilities of others, seeking consensus, seeking clarifications and reasons for certain observed anomalies, cross checking of facts, acknowledging exceptional performance, offering suggestions for

improvement in areas where performance is abysmal, was acknowledged by programme managers as an essential attribute for facilitating use.

- The art of offering suggestions based on experience with similar projects was singled out by 12% of programme managers as an effective way of engendering evaluation use.
- It was also discovered that 93% of programme evaluations depended upon the donor agency to determine whether they will be used or not through the use of ties and other incentive packages as ways of enhancing the use of evaluation findings. This approach is very important in instilling evaluative capacity in organisations and should be encouraged, so that with time, they will grow to appreciate evaluation and voluntarily conduct and implement evaluation findings.

5.1.3 Summary of Findings on Process Use Types in Evaluation

Three groups of perspectives emerged on the process types that can be found in an evaluation. These were the organisational development /programme strengthening group, evaluation capacity building group and hybrid instrumental use group. The organisational development/programme strengthening group consists of participants across the evaluations which were proportionately represented. The perspective consists of the following:

- The organisational learning and development and programme strengthening use type reflects the social conception of learning in constructivist learning theory in which people individually and collectively construct knowledge for themselves. In the collective knowledge construction process, participants come to a better knowledge of one another, the organization with which they are involved in, and by extension the essential features underlying the phenomena being evaluated. The consequence of this is an improvement in organisational capacity to enhance performance.

- Organisational capacity of organisation is enhanced through the networks that are formed during the process which are relied upon for finding solutions to problems.
- Process use generates interest and mobilises staff around organisation activities as a direct result of staff increased sense of worth and belonging nurtured by the evaluation process. Consequently staff commitment to the organisation's activities is increased leading to enhanced performance of the programme or organisation.
- Staff participation in the evaluation stimulates them to think more logically of the link between programme activities, outputs and impacts; provides clarity on grey areas of the programmes and builds consensus among programme implementers.

The thrust of the hybrid or multidimensional group which was dominated by participants of the evaluation of the STWSSP include;

- There is no one single perspective on the effect of process use. The upshot of process use encompasses organisational development, programme strengthening, shared understanding, boosting morale among others

To the Evaluation Capacity Building Group which mainly reflected the view of the CHPS project evaluation participants, process use is perceived as having the following effects:

- Process use is a way of institutionalising evaluation capacity in organisations and programmes; that is, creating an environment in which evaluation and evaluative thinking is instilled in organisations. This view is inherent in the learning how to learn principle in constructivist learning theory, in which it is postulated that, as one learns about the achievement of a programme results, he or she is at the same time learning how to find out the achievement of projects.
- Senior leadership become keen on evaluation resulting in the profiling of evaluation as fundamental to organisational learning and programme strengthening.
- Data collection becomes an integral part of programme or organisation's activities.
- Skills in collaboration and survey techniques are entrenched in the programme or organisation while staff now think more evaluatively, that is, the process of thinking more deeply on the logical link between programme activities and outputs and outcomes is instilled in individuals

5.1.4 Summary of Findings on Factors Affecting Process Use

Three perspectives emerged from the study on factors affecting the occurrence of process use. These were the integrative group, the information flow perspective and the resources group. The perspectives revealed in this section belong to the DWAP evaluation participants. Generally, it was recognised that the employment of processes as asking questions, dialoguing, and reflection, exploring assumptions and giving and receiving feedback engage the mind and are a fundamental requirement for effective learning to occur in line with constructivist learning. Also, most programme evaluations did not have conscious efforts inherent in them to facilitate process use. The existence of an evaluation culture in a programme/organisation or programmes/organisations that place high value on learning how to learn has a positive influence on process use occurrence. The following findings specific to each of the three perspectives are presented. The main issues in the integrative group included:

- The integrative group's perspective is that stakeholder involvement employing group processes coupled with facilitation or people skills of the evaluator and supported by organisational mechanisms in support of use are key factors in facilitating process use.
- The employment of group processes in constructivism is regarded as a way of actively engaging the learner in the learning process. The group holds that when stakeholders are involved especially in verifying conclusions and recommendations through the organisation of debriefing meetings; a platform is created for clarifying issues, experience and knowledge sharing and the building of consensus; resulting in enhanced understanding and ownership of findings and a commitment to following them through.
- The use of group processes as the mechanism for collecting information was perceived to enhance the individual as well as group learning. It allowed clarification of misrepresentations and collective discussions of options and consensus building. The employment of group processes is acknowledged by constructivist learning theorists as essential to realisation of effective learning.
- The skill of the evaluator and his conversancy with people skills such as building relationships, facilitating groups, managing conflicts and interpersonal

communication are consequential to process use occurrence irrespective of his fame. Organisational support ensures committed participation of staff and frankness in the exchange of information and ideas owing to staff assurance that they will not be victimised.

Respecting the information flow group, the following issues were inherent in their perspective:

- Providing clarity of understanding to major stakeholders of the evaluation and providing them with immediate and relevant feedback ensure ownership of the process by stakeholders.
- Group processes and the employment of learning processes as dialoguing, exploring assumptions and solutions are instrumental to transparent information flow and building of confidence and consensus.
- An organisation that has a culture of learning is perceived by this group to have a more likely chance of experiencing process use.
- An organization in which members freely share information, trust one another, consistently ask questions, and take risks is considered as having a learning culture in which process use thrives.
- In constructivism, knowledge and learning are believed to be constructed socially (in a group). Organisational support is thus prerequisite for social learning to take place through ensuring the active participation of the learners in the learning process.

The resources group contain the following sub-perspectives:

- This group holds that the quantity of resources committed to an evaluation influences the occurrence of process use.
- Making staff resources especially quality staff time available to participate in the evaluation and making them aware of the implications of the evaluation was seen as having the ability of positively influencing the occurrence of process use.
- The fame and competence of the evaluator in facilitation skills and in managing group processes is particularly regarded as an essential resource as it affects the interest and eagerness with which staff attach to the evaluation. Interest and active participation is required, for effective learning to take place in line with constructivist earning. It also increases the credibility, reliability and international acceptability and appeal of the evaluation and therefore use of the evaluation

5.1.5 Findings on Form of Stakeholder Participation Required for Process Use

Three perspectives on the form of stakeholder involvement emerged. These three perspectives were the timing of involvement and flow of information group, the role and expertise of the evaluator group, and the who and how to involve group.

The role and competence of the evaluator group is proportionately dominated by the CHPS evaluation participants. To this group, the evaluator is seen as someone who should facilitate the process in a way that findings are not tied to the competence and credibility of staff which is a common fear harboured by programme implementing staff about evaluation. Debriefing is also viewed as key in the evaluation process if process use is to be assured. Respect for and sensibility to culture and context and flow of information is very much recognised in carrying the people along in the evaluation and assuring process use.

The following issues were prominent to the who and how group who consisted of the evaluation participants of the STWSP and the CHPS project:

- Group discussions allows for the attainment of collective comprehension and action on key decisions vital for the success of the programme, as it ensures active participation of all involved, which is a vital ingredient for the attainment of social learning in accordance with constructivist learning theory.
- Stakeholders to be involved in an evaluation must be people who are interested in the evaluation or people who want information that the evaluation will produce and want to be part of this discovery. Learning according to constructivist theory is an active process requiring active participation of learners. For this to occur, the learners must be interested and enthusiastic about the learning.

The following issues emerged significant to the timing and flow of information group. This group was mainly represented by participants of the STWSSP.

- Process use is facilitated by involving stakeholders at the onset of the evaluation as a way of ensuring buy-in into the evaluation.
- The evaluation has to be organised at a time that is suitable to participants and meet their information needs.
- Flow of information during the evaluation is expected to contribute to the building and maintenance of trust between staff and evaluators essential for the successful conduct of evaluation that is credible, reliable and that is used.

- Pre-departure debriefing provides immediate feedback/ insights into the evaluation findings which is useful in providing management with information to start working on while they wait for the full evaluation report.

5.2 Conclusions

The conclusions reached on each research question are presented in this subsection.

5.2.1 Conclusions on Evaluation Processes

Even though, evaluation has been given prominence in programmes, the existing evaluation processes did not engage users especially programme staff sufficiently to ensure an enhanced use of evaluation for programme improvement purposes. Funding for evaluation was reported below the conventional 15% of programme budget and therefore could affect the quality of the process of evaluation in ways that lead to use. The use of pre-departure debriefing was found to be the most common and effective source of information on the evaluation. The evaluation report as a main source of disseminating evaluation information to participants was not very effective, even though, it was acknowledged as very vital for decision making on programmes.

Local content in evaluation was found to be satisfactory while the joint evaluations between evaluators outside of Ghana and those in Ghana has the potential to develop local evaluation capacity. Emerging processes as quarterly and annual reviews which provide immediate feedback into programme processes provide avenues through which evaluation contributes directly to programme improvement purposes. However, this positive aspect of mid-term evaluation, that is, its ability to contribute to the development of the programme, is undermined by the held view that, it provides the basis for deciding on the continuation or curtailment of the programme.

5.2.2 Conclusions on Uses of Evaluation

Programme implementers have a high expectation of evaluation to assist them learn lessons for the purpose of improving their programmes. However, a quarter of the respondents cast a slur on the effect of evaluation on their programmes. Lack of feedback was the main reason for their disappointments with evaluation. Concrete examples of evaluation use were identified and cut across the individual, organisational and programme levels as well as the three evaluations. Some of these uses include increased collaboration among different organisations and among staff at different levels associated with the DWAP evaluation; infusing of evaluative thinking among programme staff found mainly with the CHPS programme, increased understanding and commitment to the programme, its protocols (all evaluations); and changes in organisational arrangements in order to enhance service delivery (STWSSP and DWAP).

Timing of the evaluation, increased accessibility to evaluation report, oral debriefings were all acknowledged as factors that affect use of evaluation. Institution of rewards and punitive measures were recognized as ways of promoting evaluation use. Evaluator’s people skills were found to be more important in facilitating use than his technical and social knowledge.

5.2.3 Conclusions on Process Use Types in Evaluation

Three main perspectives emerged on the process use types – organisational learning/programme strengthening perspective; evaluation capacity building perspective; and the multidimensional perspective. It also emerged contrary to findings that programme staff and managers are anti evaluation, that process use is held in esteem among them. Similarly, process use was perceived to create a healthy interaction between evaluators on one hand and implementers on the other leading to shared understanding of issues which is fundamental to generating quality and reliable information and for informed decision making. However, the instrumental effects of process use which is its main anchor were not evident to respondents mainly because, process use was perceived not to be consciously facilitated.

5.2.4 Conclusions on Factors Affecting Process Use

Three perspectives on the factors affecting the occurrence of process use emerged. It emerged that process use was not consciously nurtured in evaluation. Stakeholder participation especially at the terminal stage in verifying and clarifying findings was found to be important in enhancing process use. Similarly, formation of an advisory committee or taskforce to work with the evaluator was seen as a way of ensuring that programme needs for information are captured in the evaluation as well as ensuring that immediate feedback from the evaluation is available to programme management and staff for the purpose of improving upon the programme.

The facilitation skills of the evaluator as well as his/her knowledge in group processes were noted to enhance process use. His ability to listen, probe, explore assumptions, maintain ongoing contact with staff and sensitivity to the culture and context of the staff as well as offering of suggestions were particularly noted. These conform to requirement in constructivist learning whereby learning is conceived as something involving the engagement of the mind and the use of language. People should be provoked to go beyond their normal self if superior learning or double loop learning is to take place. Stakeholder involvement especially in verifying conclusions and recommendations through the organisation of debriefing meetings provides a platform for clarifying issues, experience and knowledge sharing and the building of consensus; resulting in enhanced understanding and ownership of findings and a commitment to following them through.

5.2.5 Conclusions on Form of Stakeholder Participation Required for Process Use

Timing of involvement and flow of information; role and expertise of the evaluator; and who and how to involve were three perspectives that emerged as the forms of stakeholder participation required in evaluation in order to facilitate process use. Three principles of the constructivist learning – knowledge is socially constructed, learning is an active process requiring the active participation of all involved and effective learning occurs when the mind is engaged as well as learning involves the use of language have relevance to the issues that emerged on the form of stakeholder participation required to facilitate process use.

Brainstorming solutions and actions with organisations and their staff increases processes use in line with constructivist leaning in which effective learning is perceived to occur when learning activities engage the mind. Similarly group discussion of findings stimulates active participation essential to effective learning. When interested stakeholders are involved, it ensures that there is enthusiastic and active participation in the process which is pivotal to effective learning under the constructivist learning theory. Process use is facilitated by involving stakeholders at the onset of the evaluation as a way of ensuring buy-in into the evaluation. The evaluator should be endowed with skills in stimulating sharing and expressing multiple view points, essential to ensuring collective comprehension and action. The adoption of debriefing meeting with staff provides leads to key decisions and wide dissemination of evaluation findings. Respect for and sensibility of the evaluator to the culture and context as well as his/her ability to delink findings from the egos of staff was found cardinal to ensuring process use. Cultural and context sensibility by the evaluator affirms the position of constructivist learning theorists that learning involves the use of language.

5.3 Recommendations

In this section, recommendations are made based upon the findings of each research question for promoting the use of evaluation in development programmes. It is proposed strongly that programmes and organisations in Northern Ghana should adopt process use in evaluations as vehicle for using evaluation not just as a means of assessing programme performance but as a tool for treating the social ills confronting the zone.

5.3.1 Recommendations on Evaluation Processes

To tap the enormous potential of mid-term evaluation, they should be delinked from the decision on the continuation or otherwise of the programme. Programme planners should design programmes with a clear period required to ensure that the programme is able to create the needed effect. Mid-term evaluation is then incorporated as a process for improving upon the programme rather than deciding the fate of the programme. Other periodic assessments such as the quarterly and annual reviews should be adequately integrated and appropriately facilitated as a way of complimenting the existing evaluation processes to ensure that the threefold purpose of evaluation – accountability, improvement and knowledge generation are achieved.

The use of pre-departure debriefing with evaluation participants employing modern audio visuals pose immense potential for the use of evaluation for the purpose of improving programmes, and should be made mandatory in evaluation contracts. Proactive efforts at ensuring the wide dissemination of the evaluation report through customising the report to meet the needs of the different stakeholders should also be sought. Organisations also have to put in place systems that will ensure the effective participation of staff in the evaluation and the use of evaluation in the organisation.

5.3.2 Recommendations on Uses of Evaluation

It is recommended that ongoing evaluation processes should be profiled in evaluation systems in order to meet the programme improvement expectation of programme implementers. Emphasis should be paid to evaluators with qualities in people skills and wide experience in the conduct of similar evaluations. Organizations should arrange the conduct of evaluation to coincide with critical decision making periods in order to promote their use. Discussing of the evaluation report as a group should be encouraged in programmes and organizations as a way of widely disseminating the evaluation findings. Process use should be integrated within evaluation to ensure that the quick feedback needed for programme strengthening is provided. Evaluators and programme managers and staff should attach importance and seriousness to the debriefing session as it is the main source of information to many evaluation participants.

5.3.3 Recommendations on Process Use Types in Evaluation

In order to derive maximum benefits from process use, it is proposed that process use should be demanded of evaluators as part of terms of agreement with evaluators.

5.3.4 Recommendations on Factors Affecting Process Use

A combination of efforts including a conscious decision by the evaluator to assume the role of facilitator and making it mandatory for the evaluator to show evidence of process as one of the outputs of evaluation activities will help mainstream process in evaluation. Evaluators should in addition to their technical skills, work on their people and facilitation skills to enable them conduct evaluation in a way that maximum benefits are derived from it.

5.3.5 Recommendations on Form of Stakeholder Involvement Required for Process Use

The evaluation process should be designed in a way that allows the use of group and learning processes so as to allow for multiple sharing and cross fertilisation of ideas. These are consequential to the occurrence of process use. The nurturing of evaluation culture whereby there is commitment of leadership to evaluation is important in ensuring the genuine participation of staff of programmes.

5.4 Overall Conclusion

This study set out to examine evaluation processes in programmes and their effect on the use of evaluation, especially process use. The study sought to contribute to the thinking that process use has to be consciously facilitated in order to derive maximum benefits from it. Locating process use within constructivist learning theory, the various principles such as learning involves language, learning is a social process, it takes time to learn, learning involves an engagement with the mind were used to investigate the types of process use that occur in evaluation as well as the factors that affect the occurrence of process use. These issues were explored in three evaluation contexts using Q Methodology, a method that allows for the subjective views, experiences and attitudes to be captured and analysed quantitatively in order for patterns to emerge from the individual subjective experiences.

The following observations emerged from the study.

Literature on Programme Evaluation in Ghana

- There is very scant literature in Ghana that has explored into how evaluation is conceived, undertaken and the effect it has on programme development, even though, evaluation has become an integral part of development programmes. This study has set the pace and opened up this area for further work to be conducted into it.

Constructivist Learning Theory and Process Use

- Constructivist learning theory principles as; learning is a social activity, people learn as they learn, learning is an active process, the crucial action of constructing meaning occurs in the mind and learning involves the use of language were found to be directly connected to the occurrence of process uses. Consequently, constructivist learning has been found to provide substantial theoretical basis for explaining process use.

Programme Evaluation Processes and Use

- Existing evaluation processes, even though, are mainly accountability oriented and conducted to meet the information requirements of donors, produce ample evidence of use for programme improvement purposes, contravening the perception that evaluation is not used. This is an indication that judgement and improvement evaluation purposes are not mutually exclusive if they are appropriately married.
- Programme improvement forms the main expectation of programme implementers of evaluation. There was also not a single instance of evaluation resulting in the cancelation of a programme, contrary to what is perceived as the purpose of evaluation. Perception of political use of evaluation where evaluation is specially crafted to result in findings that justify the continuation of the programme or new programme was according to some staff common in programme.
- The engagement of stakeholders in the evaluation process through the quarterly and annual reviews, and the use of incentives and punishments by donors,

facilitated significant results attained in terms of evaluation use in the programmes. The role of the evaluator in facilitating use was highlighted, especially his/her ability to facilitate understanding and generate interest in programme implementers of the evaluations as well as his respect for the cultural sensibilities of the staff as well as offering suggestions for improvement.

Types of Process

- Process use was found to be a new concept to many programme staff and managers. In spite of this, it was held in esteem among staff. It was thought to be capable of creating a healthy interaction between evaluators on one hand and implementers on the other leading to shared understanding of issues which is fundamental to informed decision making.
- By creating a healthy interaction, it guarantees the collection of quality and reliable data required for informed decision making. It facilitates an enhanced understanding of programmes by staff as well as serving as a tool for organisational development and programme strengthening, and the development of evaluation capacity in organisations. Much of the effect of process use was, however, at the enlightenment or conceptual level.

Factors Affecting Process Use Occurrence

- Stakeholder participation especially at the terminal stage in verifying and clarifying findings was found to be important in enhancing process use. Similarly, formation of an advisory committee or taskforce to work with the evaluator was seen as a way of ensuring that programme needs for information are captured in the evaluation and also ensuring that immediate feedback from the evaluation is available to programme management and staff for the purpose of improving upon the programme.

- The facilitation skills of the evaluator as well as his/her knowledge in group processes were noted to enhance process use. His ability to listen, probe, explore assumptions; maintain ongoing contact with staff and sensitivity to the culture and context of the staff as well as offering of suggestions were particularly noted. The involvement of interested stakeholders especially brainstorming solutions and actions with them in a group setting ensures that there is enthusiastic and active participation in the process which is pivotal to process use occurrence. Process use is facilitated by involving stakeholders at the onset of the evaluation as a way of ensuring buy-in into the evaluation, and also at the tail end through debriefing meetings in order to tap into leads to key decisions and wide dissemination of evaluation findings.
- The evaluator should be endowed with skills in stimulating sharing and expressing multiple view points because these are essential to ensuring collective comprehension and action. Similarly, respect for and sensibility of the evaluator to the culture and context as well as his/her ability to delink findings from the egos of staff was cardinal to ensuring process use.

Q Methodology

- The use of Q Methodology to explore the experience of programme implementers of process use has brought to the fore how the study of subjectivity can contribute to the enhancement of evaluation research and practice. It has added to the tools available for capturing experiences of people involved in evaluation. The systematic study of subjectivity as revealed in this study allows for the creation of a manageable list of perspectives from a wide range of process use types thereby allowing the manageable list to be looked at holistically.

- Another area of contribution of Q Methodology to programme evaluation use is that it has demonstrated that subjectivity is not always synonymous with diversity and that subjectivity when appropriately studied demonstrates convergence. All issues hinge on a hook or key point. The systematic study of subjectivity therefore allows the spirit of a wide range of ideas on an issue to be uncovered for a coherent story to be revealed from the different components inherent in a perspective.
- The study also revealed the potential Q Methodology contributes to constructivist learning. In constructivist learning when individuals are engaged in an intense interaction as a group, they individually and collectively construct knowledge for themselves. Q Methodology was found to provide such a learning experience for the study participants. The process of sorting the cards coupled with the interaction that takes place between the statements on the cards were found to provide insights for participants thereby enabling them to refine and expand their existing stock of knowledge. The request by respondents to keep the cards for personal use affirms the learning that they gained from the card-sorting process. Q methodology is thus seen as a way of advancing constructivist learning without necessarily requiring the different individuals to physically meet and exchange ideas. The interaction of the ideas takes place through ranking and comparing the statements containing divergent perspectives on the cards.

- Q Methodology was found to provide a platform for actors involved in a phenomenon to construct their own knowledge or understanding of the phenomena as well as unraveling the logic behind the views they hold. This was found even if the statements that make up the Q Sample were not derived from the respondents as was the case in this study. The post sorting interview coupled with comments made during the sorting process provides the ground for exploring deeply the perspectives defined by the factors.
- It also emerged that, even though, the focus of Q Methodology is not to find association of views among participants, the consensus statements tell a lot about what respondents hold dear on the topic under discussion. It highlights the salient views considered significant to respondents and therefore an indication of what direction to follow in terms of policy decision making. The consensus statements therefore provide basis for policy decision making in a Q Study as they represent the shared subjectivity of the participants.

Recommendations

The study recommends the following as ways of promoting the conduct of evaluation that yield maximum returns to programmes, organisations and individuals that participate in them.

- To overcome the scant work in programme evaluation in Ghana, it is proposed that more work is undertaken to provide enough bases for examining comprehensively the evaluation processes used and how these help or hinder the use of evaluation for programme strengthening and organisational learning and development.

- Specifically more investigations are needed to find out what determines what type of evaluation is used in a programme, success or failure cases on evaluation use, evaluation quality and capacity in Ghana among others.
- Emerging evaluation processes as quarterly and annual reviews should be given budgetary support in programmes to enable them to be effectively organised so as to augment the accountability oriented project completion evaluation if programme improvement and organisational learning are cardinal objectives to be achieved by evaluation.
- The use of pre-departure debriefing with evaluation participants employing modern audio visuals should be made mandatory in evaluation contracts while proactive efforts at ensuring the wide dissemination of the evaluation report through customising the report to meet the needs of the different stakeholders should also be sought, because existing mediums of dissemination makes the report inaccessible to staff to guide their daily decision-making.
- To achieve the instrumental effect of process use, it has to be consciously facilitated. Process use should be mandated in evaluation contracts as well as making efforts to ensure an enhanced collaboration between evaluators and non evaluators if process use is to be intentionally achieved.
- Evaluators should in addition to their technical knowledge, work on their people and facilitation skills and should make a conscious decision to place themselves as facilitators in evaluations.

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Appendix 1: Data Collection Package

ISSER- ZEF PhD IN DEVELOPEMNT STUDIES PRGRAMME UNIVERSITY OF GHANA, LEGON

PROCESS USE'OF PROGRAMME EVALUATION IN THREE EVALUATION CONTEXTS IN NORTHERN GHANA

Survey of Programme/Project Managers and Staff Experiences of Process Use in Evaluations in Northern Ghana

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Data Collection Package for Case 1 Evaluation Participants

Bernard A. A. Akanbang

May, 2011

INSTITUTE OF STATISTICAL, SOCIAL AND ECONOMIC RESEARCH (ISSER) - CENTRE FOR DEVELOPMENT RESEARCH (ZEF), BONN PhD IN DEVELOPEMNT STUDIES PRGRAMME
UNIVERSITY OF GHANA, LEGON

‘PROCESS USE’OF PROGRAMME EVALUATION IN THREE EVALUATION CONTEXTS IN NORTHERN GHANA

Survey of Programme Managers and Staff Experiences of ‘Process Use’ in Evaluations in Northern Ghana

This is a study on evaluation use, specifically ‘process use’. ‘Process use’ simple refers to benefits that accrue to individuals, programmes and organisations as a result of staff members’ participation in an evaluation process and not because of the findings of the evaluation.

I am interested in learning from your experience of DWAP evaluation, the types of ‘process use’ that occurred as well as the Factors Affecting the Occurrence of process use in an evaluation.

I value your participation in this project and ask that you complete the attached questionnaire. The questionnaire is in two parts. Part one solicits information on the profile of the respondent as well as his or her involvement in the evaluation. The second part solicits information on two aspects of ‘process use’- types of process and the factors that affect the occurrence or non occurrence of process use. Completion of the questionnaire should take no more than 60 minutes. Your anonymity will be maintained in the interpretation and report of the results.

Thank you very much for helping me out in my research work. God richly bless you. Amen.

Bernard A. A. Akanbang
Doctoral Candidate – Development Studies
Institute of Statistical Social and Economic Research
School of Research and Graduate Studies
University of Ghana, Accra

PART ONE

Profile of Respondent

A1 Sex	
A2 Age	
A3 Educational qualification (s)	
A4 Area (s) of specialization	
A5 Position/rank	
A6 No of years of working on the programme	
A7 No of evaluations participated in	
A8 Type of organization:	A) Regional Coordinating Council/Municipal District Assemblies.... B) Community Water and sanitation Agency....... C) Ghana Health Service............ D) Other (Specify)..
Questions on involvement in the evaluation process	
Q1 How were you involved in the evaluation **(TICK ALL THAT APPLY)**	1) Focus group discussions…. 2) Personal interviews…. 3) Participant Observation….. 4) Member of a task force involved in the design of evaluation… 5) Other (Specify)………………………………………………..
Q2 What were you involved in **(TICK ALL THAT APPLY)**	1) Responded to questions from evaluator… 2) Assisted in the design of the evaluation structure and questions…. 3) Facilitated evaluators' interaction with beneficiary communities…..

	4) Part of regular interaction with evaluators to keep the evaluation relevant 5) Others (specify)…………………………………………
Q3 What did you perceive as the purpose of the evaluation? **TICK ALL THAT APPLY**	A) Mandated by the sponsor of the programme and has to be fulfilled..... B) Staff will learn lessons to improve the programme...., C) Meant to pass judgement on the performance of the programme...., D) To produce knowledge E) Others (specify)...
Q4a What were your expectations of the evaluation?	
Q4b Were your expectations met?	Yes....No......
4c If no why?	
Q5a Outline changes in your attitude to work that attributable to the evaluation	
Q5b Outline changes in programme design that is attributable to the evaluation	
Q5c Outline changes in organisational procedures that are attributable to the evaluation	
Q6 What factors have facilitated the realisation of the above changes? **TICK ALL THAT APPLY**	A) Evaluator employed sophisticated methods.... B) The evaluation report was nicely written and contained useful information for sound decision making......... C) Participation in the evaluation process provided fertile ground for assimilation of new knowledge

	D) Evaluation design was customised to meet our information needs Others (specify)..
Q7a In what form did you receive evaluation findings? **TICK ALL THAT APPLY**	A) In a report........ B) Staff met with evaluators and were taken through the report.... C) Others (Specify)...
7b if in the form of a report, have you seen a copy of the evaluation report? If No, skip	Yes....No......
7c If yes, did you read the report If No, Skip to **q8**	Yes.... No....
Q7d If yes to **Q7c**, did the report contain information you wanted badly?	Yes.... No....
Q7e Was the information packaged in the way you wanted it?	Yes.... No....
Q8 What was your reaction to the findings of the evaluation? **TICK ALL THAT APPLY**	A) Recommendations were simpleminded and showed lack of deep understanding of the issues..... B) Findings were generic and did not provide enough bases for day-to-day decision making....... C) Emphasis was on the negatives to the neglect of the positives d) Others (specify)...
Q9a Was any of the findings that in your opinion important implemented?	Yes....... No......
Q9b if no, why?	1 Posed negative political consequences to the funder.... 2 Posed negative consequences to programme staff and managers 3 Posed negative consequences to the political authorities 4 legal and institutional arrangements did not support their implementation 5 Others (Specify)...

Q10 Did you discuss the findings of the report in your organisation as a group?	Yes ..... No.....
Q11 Of what use was the evaluation, in other words, what did the evaluation accomplish? **TICK ALL THAT APPLY**	A) It served to legitimize us..... B) We wanted to see an evaluation and we satisfied that it has been undertaken..... C) We learned how difficult it is to get helpful evaluations.... D) We improved the programme....... E) Staff acquired a negative attitude about evaluations because they lack anything that will help in day-to-day decision making F) Others (Specify)...
Q12 In your opinion, what are the characteristics of a credible evaluation?	A) It is done by an external agency..... B) It is authored by some PhDs.... C) It has numbers and statistics in it... D) It uses sophisticated methods.... Others (Specify)...
Q13 How would you describe your general opinion of evaluation? Negative, Positive, Favourable, Unfavourable	
Q14 What will it take to make evaluations more useful?	A) An evaluation task force group should be formed to determine what information will be useful for programme improvement and public accountability.... B) Task force members works closely with evaluator to analyse and interpret data C) Oral presentations of the evaluation findings are made to intended users D) There should be regular interaction between evaluator and staff to adjust the evaluation and to keep it relevant E) Others (specify) ....

Q15 How will rate the evaluator with respect to the following issues

Issue	Rating			
	Very Good	Good	Fair	Poor
a) People skills				
b) Technical and social knowledge				
c) Comprehension of the evaluation context and decision making process				
d) Communication quality				

PART TWO

READ: Process use simple refers to benefits that accrue to individuals, programmes and organisations entirely as a result of staff members' participation in an evaluation process, and not because of the evaluation findings.

Instructions
Two main tasks are involved in this section. First, I want you to rank-order 37 cards containing statements from people like you, according to your agreement with these statements, on **the types of process use that occurred in the DWAP evaluation you participated in**. After you have finished with this task, I will again request of you to rank-order another set of 37 cards containing statements from people like you, according to your agreement with these statements, on **the factors that affect the occurrence or non occurrence of process use in evaluations.**

Please, remember that this study is about peoples' experiences, there is, therefore no correct or wrong answer.

Task 1
Please, strictly adhere to following steps to enable you complete the Q Sort/questionnaire successfully.

Step 1: Please, answer the question, to what extent do you agree with the statements on the cards. Before answering the question, please read through the statements on the cards carefully and split them up into three piles: a pile for statements you tend to disagree with (on the left), a pile for cards you tend to agree with (on the right), and a pile for the neutral (in the middle).

Step 2: Please, take the cards in the "AGREE"-pile. Please read through the cards again. Select the two statements which you AGREE WITH MOST and record the numbers on the right side of the score sheet below the "+4". It does not matter which of both you place at the top or at the bottom. Next, from the remaining pile select the three statements which you now AGREE WITH MOST and record their numbers in the three empty spots below the "+3". Proceed until all statements you agree with have their numbers recorded on the score sheet in that order.

Step 3: Please, take the cards in the "DISAGREE"-pile. Please read through the cards again and - just like before - select the two statements which you DISAGREE WITH MOST and record their numbers on the left side of the score sheet below the "-4". Proceed until all statements you disagree with have been recorded on the score sheet in that order.

Step 4: Finally, take the neutral cards. Please, read through these statements once again too and record the numbers of the cards in the remaining spots on the score sheet, just like you feel it should be done.

Step 5: You have recorded all the numbers of the cards on the score sheet. Please, go over your distribution once more for a final check and shift numbers if you want to. Ensure that all spaces provided in the score sheet are filled as shown in the example below.

Q Sort 1: What Constitutes Process Use?

For **EACH** of the numbered statements in your package and based upon your experience of the evaluation of DWAP, answer the question, "which of the following statements about **what constitutes process use** do you strongly agree with or strongly disagree with" **U**se the completed Q Sort Table below as a guide.

Example of a filled Q Sort 1

Strongly Disagree				Neutral				Strongly Agree
-4	-3	-2	-1	0	+1	+2	+3	+4
36	6	3	14	1	4	27	7	2
15	8	13	32	9	18	22	19	23
	11	29	10	28	17	30	16	
		10	20	31	22	33		
			29	24	34			
			37	25	35			
				26				

Which of the statements in the package about **what constitutes process use** do you strongly agree with or strongly disagree with?

Strongly Disagree				Neutral				Strongly Agree
-4	-3	-2	-1	0	+1	+2	+3	+4

EXPLAIN CHOICE (-4)____

EXPLAIN CHOICE (+4)

____

Q Sort 2: Factors Affecting the Occurrence of Process Use in Evaluations

For **EACH** of the numbered statements in your package and based upon your experience of the evaluations of the DWAP, answer the question, "which of the following statements about what constitutes the Factors Affecting the Occurrence of Process Use in an Evaluation do you strongly agree with or strongly disagree with" **U**se the completed Q Sort Table below as a guide.

Example of Q Sort 2

Strongly Disagree Agree				Neutral			Strongly	
-4	-3	-2	-1	0	+1	+2	+3	+4
36	6	3	14	1	4	27	7	2
15	8	13	32	9	18	22	19	23
	11	29	10	28	17	30	16	
		10	20	31	22	33		
			29	24	34			
			37	25	35			
				26				

Which of the statements in package 2 about the **factors affecting the occurrence of process use** do you strongly agree with or strongly disagree with?

Strongly Disagree Agree				Neutral			Strongly	
-4	-3	-2	-1	0	+1	+2	+3	+4

EXPLAIN CHOICE (-4)____

EXPLAIN CHOICE (+4)

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Data Collection Package for Case 2 Evaluation Participants

Bernard A. A. Akanbang

May, 2011

INSTITUTE OF STATISTICAL, SOCIAL AND ECONOMIC RESEARCH (ISSER) - CENTRE FOR DEVELOPMENT RESEARCH (ZEF), BONN PhD IN DEVELOPEMNT STUDIES PRGRAMME
UNIVERSITY OF GHANA, LEGON

‘PROCESS USE’OF PROGRAMME EVALUATION IN THREE EVALUATION CONTEXTS IN NORTHERN GHANA

Survey of Programme Managers and Staff Experiences of ‘Process Use’ in Evaluations in Northern Ghana

This is a study on evaluation use, specifically ‘process use’. ‘Process use’ simple refers to benefits that accrue to individuals, programmes and organisations as a result of staff members’ participation in an evaluation process and not because of the findings of the evaluation.

I am interested in learning from your experience of CHPS evaluation, the types of ‘process use’ that occurred as well as the form of stakeholder participation in evaluations required to facilitate ‘process use’.

I value your participation in this project and ask that you complete the attached questionnaire. The questionnaire is in two parts. Part one solicits information on the profile of the respondent as well as his or her involvement in the evaluation. The second part solicits information on two aspects of ‘process use’- types of process and the factors that affect the occurrence or non occurrence of process use. Completion of the questionnaire should take no more than 60 minutes. Your anonymity will be maintained in the interpretation and report of the results.

Thank you very much for helping me out in my research work. God richly bless you. Amen.

Bernard A. A. Akanbang
Doctoral Candidate – Development Studies
Institute of Statistical Social and Economic Research
School of Research and Graduate Studies
University of Ghana, Accra

PART ONE

This section is the same as the one for Evaluation Case 1

PART TWO

<u>READ</u>: Process use simple refers to benefits that accrue to individuals, programmes and organisations entirely as a result of staff members' participation in an evaluation process, and not because of the evaluation findings.

Instructions
Two main tasks are involved in this section. First, I want you to rank-order 37 cards containing statements from people like you, according to your agreement with these statements, on **the types of process use that occurred in the CHPS evaluation you participated in**. After you have finished with this task, I will again request of you to rank-order another set of 25 cards containing statements from people like you, according to your agreement with these statements, on **the form of stakeholder involvement required to facilitate the occurrence of process use in an evaluation.**

Please, remember that this study is about peoples' experiences, there is, therefore no correct or wrong answer.

Task 1
Please, strictly adhere to following steps to enable you complete the Q Sort/questionnaire successfully.

Step 1: Please, answer the question, to what extent do you agree with the statements on the cards. Before answering the question, please read through the statements on the cards carefully and split them up into three piles: a pile for statements you tend to disagree with (on the left), a pile for cards you tend to agree with (on the right), and a pile for the neutral (in the middle).

Step 2: Please, take the cards in the "AGREE"-pile. Please read through the cards again. Select the two statements which you AGREE WITH MOST and record the numbers on the right side of the score sheet below the "+4". It does not matter which of both you place at the top or at the bottom. Next, from the remaining pile select the three statements which you now AGREE WITH MOST and record their numbers in the three empty spots below the "+3". Proceed until all statements you agree with have their numbers recorded on the score sheet in that order.

Step 3: Please, take the cards in the "DISAGREE"-pile. Please read through the cards again and - just like before - select the two statements which you DISAGREE WITH MOST and record their numbers on the left side of the score sheet below the "-4". Proceed until all statements you disagree with have been recorded on the score sheet in that order.

Step 4: Finally, take the neutral cards. Please, read through these statements once again too and record the numbers of the cards in the remaining spots on the score sheet, just like you feel it should be done.

Step 5: You have recorded all the numbers of the cards on the score sheet. Please, go over your distribution once more for a final check and shift numbers if you want to. Ensure that all spaces provided in the score sheet are filled as shown in the example below.

Q Sort 1: What Constitutes Process Use?

For **EACH** of the numbered statements in your package and based upon your experience of the evaluation of DWAP, answer the question, "which of the following statements about **what constitutes process use** do you strongly agree with or strongly disagree with" **U**se the completed Q Sort Table below as a guide.

Example of a filled Q Sort 1

Strongly Disagree Agree				Neutral				Strongly
-4	-3	-2	-1	0	+1	+2	+3	+4
36	6	3	14	1	4	27	7	2
15	8	13	32	9	18	22	19	23
	11	29	10	28	17	30	16	
		10	20	31	22	33		
			29	24	34			
			37	25	35			
				26				

Which of the statements in the package about **what constitutes process use** do you strongly agree with or strongly disagree with?

Strongly Disagree Agree				Neutral				Strongly
-4	-3	-2	-1	0	+1	+2	+3	+4

EXPLAIN CHOICE (-4)____

____

EXPLAIN CHOICE (+4)

____

____

Q Sort 3: Form of Stakeholder Involvement in Evaluation to Facilitate the Occurrence of Process Use

For **EACH** of the numbered statements in your package and based upon your experience of the evaluations of the CHPS, answer the question, "which of the following statements about what constitutes the **form of stakeholder participation in evaluations that is required to facilitate 'process use'** do you strongly agree with or strongly disagree with" **U**se the completed Q Sort Table below as a guide.

Example of Q Sort 3

Strongly Disagree			Neutral		Strongly Agree	
-3	-2	-1	0	+1	+2	+3
6	3	14	1	4	27	7
8	13	32	9	18	22	19
11	29	10	28	17	30	16
	10	20	31	22	33	
		29	24	34		
		37	25	35		
			26			

Which of the statements in package 2 about the **form of stakeholder participation in evaluations that is required to facilitate 'process use'** do you strongly agree with or strongly disagree with?

Strongly Disagree			Neutral		Strongly Agree	
-3	-2	-1	0	+1	+2	+3

EXPLAIN CHOICE (-4) ____

____

EXPLAIN CHOICE (+4)

____

ISSER- ZEF PhD IN DEVELOPEMNT STUDIES PRGRAMME UNIVERSITY OF GHANA, LEGON

‘PROCESS USE’OF PROGRAMME EVALUATION IN THREE EVALUATION CONTEXTS IN NORTHERN GHANA

Survey of Programme/Project Managers and Staff Experiences of Process Use in Evaluations in Northern Ghana

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Data Collection Package for Case 3 Evaluation Participants

Bernard A. A. Akanbang

May, 2011

INSTITUTE OF STATISTICAL, SOCIAL AND ECONOMIC RESEARCH (ISSER) - CENTRE FOR DEVELOPMENT RESEARCH (ZEF), BONN PhD IN DEVELOPEMNT STUDIES PRGRAMME
UNIVERSITY OF GHANA, LEGON

'PROCESS USE'OF PROGRAMME EVALUATION IN THREE EVALUATION CONTEXTS IN NORTHERN GHANA

Survey of Programme Managers and Staff Experiences of 'Process Use' in Evaluations in Northern Ghana

This is a study on evaluation use, specifically 'process use'. 'Process use' simple refers to benefits that accrue to individuals, programmes and organisations as a result of staff members' participation in an evaluation process and not because of the findings of the evaluation.

I am interested in learning from your experience of STWSSP evaluation, the types of 'process use' that occurred as well as the form of stakeholder participation in evaluations required to facilitate 'process use'.

I value your participation in this project and ask that you complete the attached questionnaire. The questionnaire is in two parts. Part one solicits information on the profile of the respondent as well as his or her involvement in the evaluation. The second part solicits information on two aspects of 'process use'- types of process and the factors that affect the occurrence or non occurrence of process use. Completion of the questionnaire should take no more than 60 minutes. Your anonymity will be maintained in the interpretation and report of the results.

Thank you very much for helping me out in my research work. God richly bless you. Amen.

Bernard A. A. Akanbang
Doctoral Candidate – Development Studies
Institute of Statistical Social and Economic Research
School of Research and Graduate Studies
University of Ghana, Accra

PART ONE

This section is the same for Part one of Case **1**

PART TWO

<u>READ</u>: Process use simple refers to benefits that accrue to individuals, programmes and organisations entirely as a result of staff members' participation in an evaluation process, and not because of the evaluation findings.

Instructions
Two main tasks are involved in this section. First, I want you to rank-order 37 cards containing statements from people like you, according to your agreement with these statements, on **the types of process use that occurred in the STWSSP evaluation you participated in**. After you have finished with this task, I will again request of you to rank-order another set of 25 cards containing statements from people like you, according to your agreement with these statements, on **the form of stakeholder involvement required to facilitate the occurrence of process use in an evaluation.**

Please, remember that this study is about peoples' experiences, there is, therefore no correct or wrong answer.

Task 1
Please, strictly adhere to following steps to enable you complete the Q Sort/questionnaire successfully.

Step 1: Please, answer the question, to what extent do you agree with the statements on the cards. Before answering the question, please read through the statements on the cards carefully and split them up into three piles: a pile for statements you tend to disagree with (on the left), a pile for cards you tend to agree with (on the right), and a pile for the neutral (in the middle).

Step 2: Please, take the cards in the "AGREE"-pile. Please read through the cards again. Select the two statements which you AGREE WITH MOST and record the numbers on the right side of the score sheet below the "+4". It does not matter which of both you place at the top or at the bottom. Next, from the remaining pile select the three statements which you now AGREE WITH MOST and record their numbers in the three empty spots below the "+3". Proceed until all statements you agree with have their numbers recorded on the score sheet in that order.

Step 3: Please, take the cards in the "DISAGREE"-pile. Please read through the cards again and - just like before - select the two statements which you DISAGREE WITH MOST and record their numbers on the left side of the score sheet below the "-4". Proceed until all statements you disagree with have been recorded on the score sheet in that order.

Step 4: Finally, take the neutral cards. Please, read through these statements once again too and record the numbers of the cards in the remaining spots on the score sheet, just like you feel it should be done.

Step 5: You have recorded all the numbers of the cards on the score sheet. Please, go over your distribution once more for a final check and shift numbers if you want to. Ensure that all spaces provided in the score sheet are filled as shown in the example below.

Q Sort 1: What Constitutes Process Use?

For **EACH** of the numbered statements in your package and based upon your experience of the evaluation of STWSSP, answer the question, “which of the following statements about **what constitutes process use** do you strongly agree with or strongly disagree with” **U**se the completed Q Sort Table below as a guide.

Example of a filled Q Sort 1

Strongly Disagree Agree				Neutral				Strongly
-4	-3	-2	-1	0	+1	+2	+3	+4
36	6	3	14	1	4	27	7	2
15	8	13	32	9	18	22	19	23
	11	29	10	28	17	30	16	
		10	20	31	22	33		
			29	24	34			
			37	25	35			
				26				

Which of the statements in the package about **what constitutes process use** do you strongly agree with or strongly disagree with?

Strongly Disagree Agree				Neutral				Strongly
-4	-3	-2	-1	0	+1	+2	+3	+4

EXPLAIN CHOICE (-4)____

EXPLAIN CHOICE (+4)

Q Sort 3: Form of Stakeholder Involvement in Evaluation to Facilitate the Occurrence of Process Use

For **EACH** of the numbered statements in your package and based upon your experience of the evaluations of the STWSSP, answer the question, "which of the following statements about what constitutes the **form of stakeholder participation in evaluations that is required to facilitate 'process use'** do you strongly agree with or strongly disagree with" **U**se the completed Q Sort Table below as a guide.

Example of Q Sort 3

Strongly Disagree			Neutral			Strongly Agree
-3	-2	-1	0	+1	+2	+3
6	3	14	1	4	27	7
8	13	32	9	18	22	19
11	29	10	28	17	30	16
	10	20	31	22	33	
		29	24	34		
		37	25	35		
			26			

Which of the statements in package 2 about the **form of stakeholder participation in evaluations that is required to facilitate 'process use'** do you strongly agree with or strongly disagree with?

Strongly Disagree			Neutral			Strongly Agree
-3	-2	-1	0	+1	+2	+3

EXPLAIN CHOICE (-3) ____

____

EXPLAIN CHOICE (+3)

____

Appendix 2: Analytical Results for Research Question 3

Profile of Respondents

Disciplinary Backgrounds of Respondents

Disciplinary Background	Number of Respondents	Percentage
Development studies	28	68
Health	6	15
Computer science	1	2
Finance	4	10
Engineering	2	5
Total	41	100

Source: Survey among Evaluation Participants (2011)

Age, Evaluations Participated in and Years Working on Programme

	N	Minimum	Maximum	Mean	Std. Deviation
No of years of working on the progrogramme	41	1	8	4.98	1.891
No of evaluations participated in	41	1	10	3.32	2.296
Age of respondent	41	26	59	43.10	9.851

Source: Survey among Evaluation Participants (2011)

Unrottated Factors

Factors	Eigenvalues	% of Explained Variation
1	12.491	30
2	3.6449	9
3	2.4438	6
4	2.2292	5
5	2.0477	5
6	1.7934	4
7	1.6507	4
8	1.5233	4
Total explained variation		67

Source: Survey among Evaluation Participants (2011)

Three Factor Matrix with an X Indicating a Defining Sort

Sort No	Sort ID	Factor 1	Factor 2	Factor 3
1	mystd01d	0.3979	0.1126	0.1205
2	mystd02d	0.3357	0.2808	0.2321
3	**mystd03d**	**0.0821**	**0.4054**	**0.5395**
4	**mystd04d**	**0.5013**	**-0.2559**	**0.6814**
5	mystd05d	0.4708X	0.2104	0.0627
6	**mystd06d**	**0.4634**	**0.2474**	**0.5856**
7	mystd07d	0.3889	0.1144	0.6920X
8	MYSTD08D	0.096	0.2605	0.2101
9	MYSTD09D	0.5937X	0.0533	0.3737
10	MYSTD10D	0.6262	-0.3083	0.4852
11	MYSTD11D	0.6943X	-0.1535	0.3367
12	MYSTD12D	0.6202X	0.1411	0.0837
13	mystd13d	-0.0014	0.1425	0.5903X
14	mystd14d	0.2078	-0.0076	0.6163X
15	mystd15d	0.4873X	0.0611	-0.0202
16	mystd17d	0.5762X	0.1769	0.3664
17	mystd18d	-0.1407	0.6527X	0.24
18	mystd19d	0.2211	0.1703	0.5925X
19	mystd20d	0.0712	0.305	0.6586X
20	mystd01s	0.2956	0.4993	0.4597
21	mystd02s	0.3293	0.6598X	0.2351
22	mystd03s	0.3717	0.0463	0.6585X
23	mystd04s	0.3112	0.5333X	0.3029
24	mystd05s	0.5012	0.3222	0.4625
25	mystd06s	0.7315X	0.1347	0.0877
26	mystd07s	0.7138X	0.1683	0.1611
27	mystd08s	0.5721	0.2168	0.4548
28	mystd09s	0.6206X	-0.1159	0.1842
29	mystd01c	0.5456X	0.2697	0.0728
30	mystd02c	0.4830X	0.3058	0.2202
31	mystd03c	-0.3735	-0.2454	0.3077
32	mystd04c	0.2198	0.4718	0.5527X
33	mystd05c	0.0621	0.2178	0.6240X
34	mystd06c	0.2834	-0.0314	0.1137
35	mystd08c	0.4581	-0.2737	0.3447
36	mystd09c	0.1967	0.2405	0.5067X
37	mystd16d	0.1423	0.4497X	0.1928
38	mystd23d	0.1463	-0.7649X	0.3148
39	mystd10c	-0.0394	0.5236X	0.1837
40	mystd07c	0.182	0.2169	0.6605X
41	mystd14s	0.5930X	-0.1708	0.1499
% expl.Var.		18	10	17

Source: Analysis of Field Data (2011)

Factor Q-Sort Values for Each Statement

Statement	No.	Factors 1	2	3
Process use is a bye product of evaluations and deserves no attention	1	-4	-4	-4
The evaluation process resulted in waste of the precious time of organisations and their staff	2	-4	-4	-4
As we move into the next phase of evaluation, senior leadership is likely to become a major player in evaluation activities	3	-2	-3	1
Staff attitude to work changed even before the final report was released	4	-1	-2	-1
New skills, such as collaboration or survey techniques, are learned through participating in evaluations	5	4	-3	4
Process use is an attempt to justify evaluations because of disappointments with their contribution to programme goals/objectives	6	-3	-2	-3
The programme staff use the evaluation design as a framework for planning work	7	0	-3	0
Participation in the evaluation stimulates individuals to think more about the programme and their expectations of its outcomes	8	4	-3	3
Evaluation steps have become an accepted and regular part of the programme	9	0	-2	2
Corrective action thinking that leads to improvement in practice was triggered by the questions asked	10	0	0	2
Changes are made in the normal course of business based on what has been learned from the evaluation process	11	1	0	2
Evaluation is no longer perceived as a threatening activity	12	1	-1	1
Engaging in the evaluation was a way to strengthen organizational learning	13	3	-1	3
Process use increases evaluation costs and delays in evaluation findings	14	-2	-1	-3
The Director implemented small but important changes to the programme as a direct result of initial evaluation findings	15	-1	1	0
Regular decision making processes and procedures have been adjusted to ensure improvement in programme functioning	16	0	1	0
Learning to learn, to organize a systematic inquiry, to patiently search for questions, facts and evidence of impact have become important to staff	17	1	0	-1
Certain concerns and issues raised during the evaluation gives legitimacy to our thoughts and intentions about how the programme should be organised	18	2	0	1
Staff participation in the evaluations increased their commitment to the organization and its activities	19	2	-1	-1
Staff are now willingly participating in the evaluation to intentionally learn evaluation skills	20	-1	0	-2
The evaluation stirred things up and got people involved again	21	1	0	-1
Data collection has now been integrated into ongoing monitoring and oversight functions of the organization	22	-2	-1	1
People became exposed to the value of data for making policy decisions and began to take the programme data more seriously	23	1	2	0
Organizational learning and discovery occurs through the steps of gathering and producing the evaluation report	24	0	4	1
It became obvious to us that evaluation is a key capacity if we are to be both a learning organization and one that is built to last	25	3	0	2
We learned to assess one another and to search for reasons why people profess certain opinions about the programme	26	1	1	-2
The evaluation process provoked thinking on existing order and the need to reform	27	-1	3	4
The evaluation helped us understand each other's motives and to some extent also respect our differences.	28	0	2	-2
The different stakeholders or participants we met during the evaluation turned out to be useful contacts for resolving work-related issues	29	2	-1	-2
The evaluation process fed advice directly to decision makers resulting in a change in certain actions	30	-1	3	3
The programme components were reorganised and became better connected before the final evaluation report	31	-3	1	-1
Different levels of Staff across programme areas now collaborate to complete reports about lessons learned during implementation	32	-1	4	-1
We were encouraged during the evaluation process because we realised that we are doing things the way they should be done	33	-2	2	0
Best practices and pitfalls in programme implementation were already identified before the evaluation report was ready	34	-3	2	0
We gained a broader perspective of the programme from the issues that emerged during the evaluation process	35	3	3	1
Many of the lessons of the evaluation came from the evaluation process and not the report because the report was not adequate to inform decision making	36	0	1	-3
Process use should be the focus of any evaluation that intends to achieve use	37	2	1	0

Factor Q-Sort Values for Statements sorted by Consensus vs. Disagreement

Statement	No.	Factor 1	Factor 2	Factor 3
The evaluation process resulted in waste of the precious time of organisations and their staff	2	-4	-4	-4
Regular decision making processes and procedures have been adjusted to ensure improvement in programme functioning	16	0	1	0
Learning to learn, to organize a systematic inquiry, to patiently search for questions, facts and evidence of impact have become important to staff	17	1	0	-1
Process use should be the focus of any evaluation that intends to achieve use	37	2	1	0
A number of people became exposed to the value of data for making policy decisions and began to take the programme data more seriously	23	1	2	0
Changes are made in the normal course of business based on what has been learned from the evaluation process	11	1	0	2
Evaluation is no longer perceived as a threatening activity	12	1	-1	1
Certain concerns and issues raised during the evaluation gives legitimacy to our thoughts and intentions about how the programme should organised	18	2	0	1
Process use is an attempt to justify evaluations in view of disappointments with their contribution to programme goals/objectives	6	-3	-2	-3
The evaluation stirred things up and got people involved again	21	1	0	-1
Corrective action thinking that leads to improvement in practice was triggered by the questions asked	10	0	0	2
Staff are now willingly participating in the evaluation to intentionally learn evaluation skills	20	-1	0	-2
Process use is a bye product of evaluations and deserves no attention	1	-4	-4	-4
Staff attitude to work changed even before the final report was released	4	-1	-2	-1
It is obvious to us that evaluation is a key capacity if we are to be both a learning organization and one that is built to last	25	3	0	2
We gained a broader perspective of the programme from the issues that emerged during the evaluation process	35	3	3	1
Staff participation in the evaluations increased their commitment to the organization and its activities	19	2	-1	-1
The Director implemented small but important changes to the programme as a direct result of initial evaluation findings	15	-1	1	0
Data collection has now been integrated into ongoing monitoring and oversight functions of the organization	22	-2	-1	1
The evaluation helped us understand each other’s motives and to some extent also respect our differences.	28	0	2	-2
We learned to assess each other’s responses and to search for reasons why people profess certain opinions about the programme	26	1	1	-2
Focus on process use increases evaluation costs and delays in the availability of evaluation findings	14	-2	-1	-3
Evaluation steps have become an accepted and regular part of the programme or initiative	9	0	-2	2
Many of the lessons of the evaluation came from the evaluation process and not the report because the report was not adequate to inform decision making	36	0	1	-3
We were encouraged during the evaluation process because we realised that we are doing things the way they should be done	33	-2	2	0
The programme components were reorganised and became better connected before the final evaluation report	31	-3	2	-1
Organizational learning and discovery occurs through the steps of gathering and producing the evaluation report	24	0	4	1
Different levels of Staff across programme areas now collaborate to complete reports about lessons learned during implementation	32	-1	4	-1
As we move into the next phase of evaluation, senior leadership is likely to become a major player in evaluation activities	3	-2	-3	1
The evaluation process fed advice directly to decision makers resulting in a change in certain actions	30	-1	3	3
Engaging in the evaluation was one way to strengthen organizational learning	13	3	-1	3
The programme staff use the evaluation design as a framework for planning work	7	0	-3	0
The different stakeholders or participants we met during the evaluation turned out to be useful contacts for resolving work-related issues	29	2	-1	-2
The evaluation process provoked thinking on existing order and the need to reform	27	-1	3	4
Best practices and pitfalls in programme implementation were already identified before the evaluation report was ready	34	-3	2	0
Participation in an evaluation stimulates individuals to think more about the programme and expectations of its outcomes	8	4	-2	3
New skills, such as collaboration or survey techniques, are learned through participation in evaluation	5	4	-3	4

Source: Analysis of Field Data (2011), Variance = 4.378 St. Dev. = 2.092

Normalized Factor Scores -- For Factor 1

No. Statement	No.	Z-SCORES
New skills, such as collaboration or survey techniques, are learned through participation in evaluation	5	1.637
Participation in the evaluation process stimulates individuals to think more about the programme and their expectations of its outcomes	8	1.589
It is obvious to us that evaluation is a key capacity if we are to be both a learning organization and one that is built to last	25	1.482
Engaging in the evaluation was one way to strengthen organizational learning	13	1.423
We gained a broader perspective of the programme from the issues that emerged during the evaluation process	35	1.350
The different stakeholders or participants we met during the evaluation turned out to be useful contacts for resolving work-related issues	29	1.264
Process use should be the focus of any evaluation that intends to achieve use	37	0.994
Staff participation in the evaluations increased their commitment to the organization and its acts	19	0.928
Certain concerns and issues raised during the evaluation gives legitimacy to our thoughts and intentions about how the programme should organised	18	0.910
Changes are made in the normal course of business based on what has been learned from the evaluation process	11	0.566
The evaluation stirred things up and got people involved again	21	0.554
Learning to learn, to organize a systematic inquiry, to patiently search for questions, facts and evidence of impact have become important to staff	17	0.500
We learned to assess each other’s responses and to search for reasons why people profess certain opinions about the programme	26	0.444
A number of people became exposed to the value of data for making policy decisions and began to take the programme data more seriously	23	0.342
Evaluation is no longer perceived as a threatening activity	12	0.251
Many of the lessons of the evaluation came from the evaluation process and not the report because the report was not adequate to inform decision making	36	0.229
Evaluation steps have become an accepted and regular part of the programme or initiative	9	0.134
Regular decision making processes and procedures have been adjusted to ensure improvement in programme functioning	16	0.124
The programme staff use the evaluation design as a framework for planning work	7	0.120
The evaluation helped us understand each other’s motives and to some extent also respect our differences.	28	0.109
Corrective action thinking that leads to improvement in practice was triggered by the questions asked	10	0.021
Organizational learning and discovery occurs through the steps of gathering and producing the evaluation report	24	-0.067
Different levels of Staff across programme areas now collaborate to complete reports about lessons learned during implementation	32	-0.071
The Director implemented small but important changes to the programme as a direct result of initial evaluation findings	15	-0.527
The evaluation process fed advice directly to decision makers resulting in a change in actions	30	-0.598
Staff attitude to work changed even before the final report was released	4	-0.644
The evaluation process provoked thinking on existing order and the need to reform	27	-0.720
Staff are now willingly participating in the evaluation to intentionally learn evaluation skills	20	-0.774
Data collection has now been integrated into ongoing monitoring and oversight functions of the organization	22	-0.822
We were encouraged during the evaluation process because we realised that we are doing things the way they should be done	33	-0.858
As we move into the next phase of evaluation, senior leadership is likely to become a major player in evaluation activities	3	-0.947
Focus on process use increases evaluation costs and delays in the availability of evaluation findings	14	-1.135
Process use is an attempt to justify evaluations in view of disappointments with their contribution to programme goals and objectives	6	-1.154
The programme components were reorganised and became better connected before the evaluation report	31	-1.220
Best practices and pitfalls in programme implementation were already identified before the evaluation report was ready	34	-1.398
Process use is a bye product of evaluations and deserves no attention	1	-1.566
The evaluation process resulted in waste of the precious time of organisations and their staff	2	-2.471

Source: Analysis of Field Data (2011)

Normalized Factor Scores -- For Factor 2

No. Statement	No.	Z-SCORES
Organizational learning and discovery occurs through the steps of gathering and producing the evaluation report	24	1.696
Different levels of Staff across programme areas now collaborate to complete reports about lessons learned during implementation	32	1.509
We gained a broader perspective of the programme from the issues that emerged during the evaluation process	35	1.481
The evaluation process fed advice directly to decision makers resulting in a change in certain actions	30	1.347
The evaluation process provoked thinking on existing order and the need to reform	27	1.124
The evaluation helped us understand each other's motives and also respect our differences	28	0.955
A number of people became exposed to the value of data for making policy decisions and began to take the programme data more seriously	23	0.940
We were encouraged during the evaluation process because we realised that we are doing things the way they should be done	33	0.853
Best practices and pitfalls in programme implementation were already identified before the evaluation report was ready	34	0.837
The Director implemented small but important changes to the programme as a direct result of initial evaluation findings	15	0.787
Many of the lessons of the evaluation came from the evaluation process and not the report because the report was not adequate to inform decision making	36	0.546
The programme components were reorganised and became better connected before the final evaluation report	31	0.485
Process use should be the focus of any evaluation that intends to achieve use	37	0.481
Regular decision making processes and procedures have been adjusted to ensure improvement in programme functioning	16	0.475
We learned to assess each other's responses and to search for reasons why people profess certain opinions about the programme	26	0.438
It became obvious to us that evaluation is a key capacity if we are to be both a learning organization and one that is built to last	25	0.428
The evaluation stirred things up and got people involved again	21	0.197
Staff are now willingly participating in the evaluation in order to learn evaluation skills	20	0.101
Certain concerns and issues raised during the evaluation gives legitimacy to our thoughts and intentions about how the programme should organised	18	0.096
Learning to learn, to organize a systematic inquiry, to patiently search for questions, facts and evidence of impact have become important to staff	17	0.068
Corrective action thinking that leads to improvement in practice was triggered by the questions asked	10	0.053
Changes are made in the normal course of business based on what has been learned from the evaluation process	11	0.010
Staff participation in the evaluations increased their commitment to the organization and its activities	19	-0.131
Evaluation is no longer perceived as a threatening activity	12	-0.311
Engaging in the evaluation was one way to strengthen organizational learning	13	-0.471
The different stakeholders or participants we met during the evaluation turned out to be useful contacts for resolving work-related issues	29	-0.477
Focus on process use increases evaluation costs and delays in the availability of findings	14	-0.559
Data collection has now been integrated into ongoing monitoring and oversight functions of the organization	22	-0.573
Participation in the evaluation process stimulates individuals to think more about the programme and their expectations of its outcomes	8	-0.741
Evaluation steps have become an accepted and regular part of the programme	9	-0.945
Staff attitude to work changed even before the final report was released	4	-1.016
Process use is an attempt to justify evaluations in view of disappointments with their contribution to programme goals and objectives	6	-1.222
As we move into the next phase of evaluation, senior leadership is likely to become a major player in evaluation activities	3	-1.312
New skills as collaboration and survey techniques are learned through participation the eva	5	-1.388
The programme staff use the evaluation design as a framework for planning work	7	-1.579
Process use is a bye product of evaluations and deserves no attention	1	-1.746
The evaluation process wasted the precious time of the organisations and its staff	2	-2.437

Normalized Factor Scores -- For Factor 3

No. Statement	No.	Z-SCORES
The evaluation process provoked thinking on existing order and the need to reform	27	1.459
New skills, such as collaboration or survey techniques, are learned through participation in evaluation	5	1.432
Participation in the evaluation process stimulates individuals to think more about the programme and their expectations of its outcomes	8	1.226
Engaging in the evaluation was one way to strengthen organizational learning	13	1.152
The evaluation process fed advice directly to decision makers resulting in a change in certain actions	30	0.896
Corrective action thinking that leads to improvement in practice was triggered by the questions asked	10	0.818
It became obvious to us that evaluation is a key capacity if we are to be both a learning organization and one that is built to last	25	0.761
Changes are made in the normal course of business based on what has been learned from the evaluation process	11	0.689
Evaluation steps have become an accepted and regular part of the programme or initiative	9	0.617
Certain concerns and issues raised during the evaluation gives legitimacy to our thoughts and intentions about how the programme should organised	18	0.565
Data collection has now been integrated into ongoing monitoring and oversight functions of the organization	22	0.506
As we move into the next phase of evaluation, senior leadership is likely to become a major player in evaluation activities	3	0.474
We gained a broader perspective of the programme from the issues that emerged during the evaluation process	35	0.433
Evaluation is no longer perceived as a threatening activity	12	0.425
Organizational learning and discovery occurs through the steps of gathering and producing the evaluation report	24	0.415
Best practices and pitfalls in programme implementation were already identified before the evaluation report was ready	34	0.366
Process use should be the focus of any evaluation that intends to achieve use	37	0.343
A number of people became exposed to the value of data for making policy decisions and began to take the programme data more seriously	23	0.333
The programme staff use the evaluation design as a framework for planning work	7	0.319
The Director implemented small but important changes to the programme as a direct result of initial evaluation findings	15	0.243
We were encouraged during the evaluation process because we realised that we are doing things the way they should be done	33	0.090
Regular decision making processes and procedures have been adjusted to ensure improvement in programme functioning	16	0.020
Learning to learn, to organize a systematic inquiry, to patiently search for questions, facts and evidence of impact have become important to staff	17	0.012
Staff participation in the evaluations increased their commitment to the organization and its activities	19	-0.036
Staff attitude to work changed even before the final report was released	4	-0.051
The programme components were reorganised and became better connected before the final evaluation report	31	-0.081
Different levels of Staff across programme areas now collaborate to complete reports about lessons learned during implementation	32	-0.161
The evaluation stirred things up and got people involved again	21	-0.326
The evaluation helped us understand each other’s motives and also respect our differences.	28	-0.554
Staff are now willingly participating in the evaluation to learn evaluation skills	20	-0.597
The different stakeholders or participants we met during the evaluation turned out to be useful contacts for resolving work-related issues	29	-0.817
We learned to assess each other’s responses and to search for reasons why people profess certain opinions about the programme	26	-0.880
Many of the lessons of the evaluation came from the evaluation process and not the report because the report was not adequate to inform decision making	36	-1.003
Process use is an attempt to justify evaluations in view of disappointments with their contribution to programme goals and objectives	6	-1.901
Focus on process use increases evaluation costs and delays in the availability of findings	14	-2.116
Process use is a bye product of evaluations and deserves no attention	1	-2.484
The evaluation process wasted the precious time of organisations and their staff	2	-2.587

Distinguishing statements for factor 1

		Factors					
		1		2		3	
Statement	No.	RNK	SCORE	RNK	SCORE	RNK	SCORE
It became obvious to us that evaluation is a key capacity if we are to be both a learning organization and one that is built to last	25	3	1.48*	0	0.43	2	0.76
The different stakeholders or participants we met during the evaluation turned out to be useful contacts for resolving work-related issues	29	2	1.26*	-1	-0.48	-2	-0.82
Process use should be the focus of any evaluation that intends to achieve use	37	2	0.99	1	0.48	0	0.34
Staff participation in the evaluations increased their commitment to the organization and its activities	19	2	0.93*	-1	-0.13	-1	-0.04
Evaluation steps have become an accepted and regular part of the programme or initiative	9	0	0.13	-2	-0.95	2	0.62
The evaluation helped us understand each other’s motives and to some extent also respect our differences	28	0	0.11*	2	0.96	-2	-0.55
Organizational learning and discovery occurs through the steps of gathering and producing the evaluation report	24	0	-0.07	4	1.70	1	0.41
The Director implemented small but important changes to the programme as a direct result of initial evaluation findings	15	-1	-0.53*	1	0.79	0	0.24
The evaluation process fed advice directly to decision makers resulting in a change in certain actions	30	-1	-0.60*	3	1.35	3	0.90
The evaluation process provoked thinking on existing order and the need to reform	27	-1	-0.72*	3	1.12	4	1.46
We were encouraged during the evaluation process because we realised that we are doing things the way they should be done	33	-2	-0.86*	2	0.85	0	0.09
Focus on process use increases evaluation costs and delays in the availability of evaluation findings	14	-2	-1.13	-1	-0.56	-3	-2.12
The programme components were reorganised and became better connected before the final evaluation report	31	-3	-1.22*	1	0.48	-1	-0.08
Best practices and pitfalls in programme implementation were already identified before the evaluation report was ready	34	-3	-1.40*	2	0.84	0	0.37

Source: Analysis of Field Data (2011), ($P < .05$; Asterisk (*) Indicates Significance at $P < .01$)

Distinguishing Statements for Factor 2

Statement		1		2		3	
	No.	RNK	SCORE	RNK	No.	RNK	SCORE
Organizational learning and discovery occurs through the steps of gathering and producing the evaluation report	24	0	-0.07	4	1.70*	1	0.41
Different levels of Staff across programme areas now collaborate to complete reports about lessons learned during implementation	32	-1	-0.07	4	1.51*	-1	-0.16
The evaluation helped us understand each other's motives and to some extent also respect our differences.	28	0	0.11	2	0.96*	-2	-0.55
A number of people became exposed to the value of data for making policy decisions and began to take the programme data more seriously	23	1	0.34	2	0.94	0	0.33
We were encouraged during the evaluation process because we realised that we are doing things the way they should be done	33	-2	-0.86	2	0.85*	0	0.09
The Director implemented small but important changes to the prog as a result of initial findings	15	-1	-0.53	1	0.79	0	0.24
The programme components were reorganised and became better connected before the evaluation report	31	-3	-1.22	1	0.48	-1	-0.08
Staff now willingly participate in evaluations to learn evaluation skills	20	-1	-0.77	0	0.10*	-2	-0.60
Changes are made in the normal course of business based on what has been learned from the evaluation process	11	1	0.57	0	0.01	2	0.69
Evaluation is no longer perceived as a threatening activity	12	1	0.25	-1	-0.31	1	0.42
Engaging in the evaluation was one way of strengthening organ learning	13	3	1.42	-1	-0.47*	3	1.15
Focus on process use increases evaluation costs and delays in the availability of evaluation findings	14	-2	-1.13	-1	-0.56	-3	-2.12
Participation in the evaluation process stimulates individuals to think more about the programme and their expectations of its outcomes	8	4	1.59	-2	-0.74*	3	1.23
Evaluation steps have become an accepted and regular part of the programme or initiative	9	0	0.13	-2	-0.95*	2	0.62
New skills, such as collaboration or survey techniques, are learned through participation in evaluation	5	4	1.64	-3	-1.39*	4	1.43
The programme staff use the evaluation design as a framework for planning work	7	0	0.12	-3	-1.58*	0	.32

Source: Analysis of Field Data (2011)

(P < .05 ; Asterisk (*) Indicates Significance at P < .01), Both the Factor Q-Sort Value and the Normalized Score are Shown

Distinguishing Statements for Factor 3

No. Statement		1		2		3	
	No.	RNK	SCORE	RNK	SCORE	RNK	SCORE
Corrective action thinking that leads to improvement in practice was triggered by the questions asked	10	0	0.02	0	0.05	2	0.82*
Evaluation steps have become an accepted and regular part of the programme or initiative	9	0	0.13	-2	-0.95	2	0.62
Data collection has now been integrated into ongoing monitoring and oversight functions of the organization	22	-2	-0.82	-1	-0.57	1	0.51*
As we move into the next phase of evaluation, senior leadership is likely to become a major player in evaluation activities	3	-2	-0.95	-3	-1.31	1	0.47*
We gained a broader perspective of the programme from the issues that emerged during the evaluation process	35	3	1.35	3	1.48	1	0.43*
Organizational learning and discovery occurs through the steps of gathering and producing the evaluation report	24	0	-0.07	4	1.70	1	0.41
The Director implemented small but important changes to the programme as a direct result of initial evaluation findings	15	-1	-0.53	1	0.79	0	0.24
We were encouraged during the evaluation process because we realised that we are doing things the way they should be done	33	-2	-0.86	2	0.85	0	0.09*
Staff attitude to work changed even before the final report was released	4	-1	-0.64	-2	-1.02	-1	-0.05*
The prog components were reorganised and better connected before the evaluation report	31	-3	-1.22	1	0.48	-1	-0.08
The evaluation stirred things up and got people involved again	21	1	0.55	0	0.20	-1	-0.33
The evaluation helped us understand each other's motives and also respect our differences	28	0	0.11	2	0.96	-2	-0.55*
We learned to assess each other's responses and to search for reasons why people profess certain opinions about the programme	26	1	0.44	1	0.44	-2	-0.88*
Lessons of the evaluation came from the evaluation process and not the report because it was not adequate to inform decision making	36	0	0.23	1	0.55	-3	-1.00*
Process use is an attempt to justify evaluations in view of disappointments with their contribution to programme goals and objectives	6	-3	-1.15	-2	-1.22	-3	-1.90*
Focus on process use increases evaluation costs and delays in evaluation findings	14	-2	-1.13	-1	-0.56	-3	-2.12*
Process use is a bye product of evaluations and deserves no attention	1	-4	-1.57	-4	-1.75	-4	-2.48*

Source: Analysis of Field Data (2011)

(P < .05 ; Asterisk (*) Indicates Significance at P < .01), Both the Factor Q-Sort Value and the Normalized Score are Shown

Appendix 3: Analytical Results for Research Question 4

Correlation Matrix Between Sorts

SORTS		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23
1	mystd01d	100	-7	2	11	16	27	20	35	9	-10	4	-4	22	9	-21	-5	-16	-3	-13	14	7	9	-7
2	mystd02d	-7	100	-14	-16	25	28	-13	19	-6	19	-6	39	10	19	8	36	1	-2	5	-4	-17	-13	-27
3	mystd03d	2	-14	100	-2	-10	-4	-26	2	33	6	17	18	6	3	-10	15	14	-13	20	-6	-15	25	-12
4	mystd04d	11	-16	-2	100	2	23	44	56	15	19	13	18	8	-8	4	4	15	23	25	17	30	1	17
5	mystd05d	16	25	-10	2	100	39	14	14	17	46	2	3	43	7	-15	19	7	23	-3	1	26	7	-19
6	mystd06d	27	28	-4	23	39	100	-1	41	7	43	10	39	29	30	-4	37	22	30	-5	29	4	2	-5
7	mystd07d	20	-13	-26	44	14	-1	100	24	-35	-2	13	4	-17	4	-4	-43	16	4	-17	11	24	6	-8
8	mystd08d	35	19	2	56	14	41	24	100	-4	34	23	31	25	10	7	17	24	20	15	31	17	-8	-10
9	mystd09d	9	-6	33	15	17	7	-35	-4	100	-2	-4	3	23	-9	17	19	-12	-11	48	1	27	20	35
10	mystd10d	-10	19	6	19	46	43	-2	34	-2	100	62	16	40	30	-22	62	38	60	23	36	6	5	-9
11	mystd11d	4	-6	17	13	2	10	13	23	-4	62	100	9	12	31	-25	44	25	36	10	43	12	11	4
12	mystd12d	-4	39	18	18	3	39	4	31	3	16	9	100	0	38	24	31	24	6	12	12	-4	7	10
13	mystd13d	22	10	6	8	43	29	-17	25	23	40	12	0	100	12	-20	41	23	37	26	28	38	19	-19
14	mystd14d	9	19	3	-8	7	30	4	10	-9	30	31	38	12	100	6	40	54	38	-1	38	-17	-4	9
15	mystd15d	-21	8	-10	4	-15	-4	-4	7	17	-22	-25	24	-20	6	100	-1	20	2	28	14	5	-31	9
16	mystd16d	-5	36	15	4	19	37	-43	17	19	62	44	31	41	40	-1	100	24	36	38	35	4	11	5
17	mystd17d	-16	1	14	15	7	22	16	24	-12	38	25	24	23	54	20	24	100	45	15	35	-1	-31	8
18	mystd18d	-3	-2	-13	23	23	30	4	20	-11	60	36	6	37	38	2	36	45	100	16	33	-1	-31	-2
19	mystd19d	-13	5	20	25	-3	-5	-17	15	48	23	10	12	26	-1	28	38	15	16	100	31	45	20	21
20	mystd20d	14	-4	-6	17	1	29	11	31	1	36	43	12	28	38	14	35	35	33	31	100	23	-1	0
21	mystd21d	7	-17	-15	30	26	4	24	17	27	6	12	-4	38	-17	5	4	-1	-1	45	23	100	48	8
22	mystd22d	9	-13	25	1	7	2	6	-8	20	5	11	7	19	-4	-31	11	-31	-31	20	-1	48	100	1
23	mystd23d	-7	-27	-12	17	-19	-5	-8	-10	35	-9	4	10	-19	9	9	5	8	-2	21	0	8	1	100

Source: Analysis of Survey Data (2011)

Unrotated Factor Matrix

SORTS	Factors 1	2	3	4	5	6	7	8
1 mystd01d	0.1328	0.1242	0.4725	-0.2216	0.1972	0.3064	0.5312	0.1546
2 mystd02d	0.2560	-0.2955	-0.2554	-0.3152	0.5842	-0.0592	-0.3392	-0.0245
3 mystd03d	0.0877	0.2860	-0.3525	-0.1070	-0.1337	0.5696	0.1601	-0.4788
4 mystd04d	0.3563	0.2267	0.4699	0.4663	0.1372	0.0897	0.0635	-0.2398
5 mystd05d	0.4088	0.0750	0.2356	-0.4731	0.2309	-0.3632	0.0142	0.1302
6 mystd06d	0.6091	-0.1250	0.1171	-0.1920	0.3992	0.1056	0.1975	0.1946
7 mystd07d	0.0390	-0.1500	0.7906	0.2949	-0.0117	0.1019	-0.2775	0.0631
8 mystd08d	0.5539	-0.0201	0.3946	0.1720	0.3421	0.1965	0.1066	-0.3314
9 mystd09d	0.1315	0.7030	-0.3385	0.0736	0.1971	-0.0381	0.3458	0.0651
10 mystd10d	0.8045	-0.0854	-0.0313	-0.2166	-0.2650	-0.1017	-0.1345	-0.1103
11 mystd11d	0.5634	-0.0202	0.0523	-0.0044	-0.5495	0.2780	-0.1650	-0.0091
12 mystd12d	0.4097	-0.1321	-0.2157	0.1874	0.4928	0.4415	-0.2651	0.0924
13 mystd13d	0.5769	0.3057	0.0613	-0.3724	-0.0089	-0.2971	0.1829	-0.0804
14 mystd14d	0.5343	-0.3917	-0.2025	0.0803	-0.0852	0.2576	0.0323	0.4133
15 mystd15d	-0.0045	-0.0647	-0.2943	0.6149	0.4154	-0.2591	-0.0407	-0.0695
16 mystd16d	0.7112	0.0685	-0.4667	-0.1928	-0.0276	0.0236	-0.0805	0.0591
17 mystd17d	0.5541	-0.3388	-0.1042	0.3680	-0.1666	-0.0425	0.0608	-0.0787
18 mystd18d	0.6402	-0.2915	0.0244	0.0943	-0.2878	-0.3480	0.1968	-0.0585
19 mystd19d	0.3834	0.5818	-0.3079	0.3427	0.0306	-0.1861	-0.1506	-0.1726
20 mystd20d	0.6046	0.0085	0.0765	0.2521	-0.1824	-0.0013	-0.0051	0.1125
21 mystd21d	0.2470	0.6746	0.3537	0.1257	0.0191	-0.2641	-0.3059	0.1356
22 mystd22d	0.0392	0.6485	0.1069	-0.2943	-0.0933	0.3536	-0.3987	0.2148
23 mystd23d	-0.0170	0.2543	-0.2019	0.5032	-0.0989	0.0688	0.2165	0.5583
Eigenvalues	4.6304	2.5338	2.2870	2.0835	1.7449	1.4853	1.1967	1.1188
% expl.Var.	20	11	10	9	8	6	5	5

Source: Analysis of Survey Data (2011)

Factor Matrix with an X Indicating a Defining Sort

QSORT	Loadings 1	2	3
1 mystd01d	0.0168	-0.0762	0.5002X
2 mystd02d	0.3691	-0.0876	-0.2724
3 mystd03d	0.0472	0.4251X	-0.1755
4 mystd04d	0.1960	0.0613	0.5975X
5 mystd05d	0.3265	0.0460	0.3457
6 mystd06d	0.5937X	-0.0321	0.2164
7 mystd07d	-0.0346	-0.4769	0.6485X
8 mystd08d	0.4685	-0.0772	0.4873X
9 mystd09d	-0.0413	0.7901X	0.0114
10 mystd10d	0.7873X	0.1103	0.1532
11 mystd11d	0.5282X	0.0783	0.1881
12 mystd12d	0.4577X	0.0689	-0.1326
13 mystd13d	0.4398	0.3600	0.3270
14 mystd14d	0.6524X	-0.1360	-0.1892
15 mystd15d	0.0592	0.0750	-0.2858
16 mystd16d	0.7170X	0.4196	-0.1952
17 mystd17d	0.6403X	-0.1300	-0.0767
18 mystd18d	0.6876X	-0.1284	0.0780
19 mystd19d	0.2281	0.7245X	0.0580
20 mystd20d	0.5546X	0.1011	0.2317
21 mystd21d	-0.0267	0.4792	0.6410X
22 mystd22d	-0.1775	0.5233X	0.3580
23 mystd23d	-0.0639	0.3078	-0.0831
% expl.Var.	19	11	11

Source: Analysis of Survey Data (2011)

Rank Statement Totals with Each Factor

No.	Statement	Factors 1		Factors 2		Factors 3	
1	Evaluation of programmes that have strong political support has limited chance of experiencing process use	0.74	11	1.28	5	-2.39	37
2	The main driver of the evaluation should be the evaluator if process use is to occur	-1.42	34	0.85	8	1.16	5
3	To neglect cultural sensitivity is to disrespect key stakeholders of the evaluation present and to imperil use and process use	0.79	8	0.87	6	1.25	4
4	When determining what worked and what did not work is rewarded in an organisation, process is promoted	0.33	15	-0.17	21	1	7
5	The use of FGDs and other group processes as the medium of engagement with evaluation participants enhances process use	1.36	3	0.44	13	2.21	1
6	Evaluations that produce findings consistent with held beliefs and expectations of staff certainly experiences process use	-1.51	35	-0.88	33	0.68	9
7	When the implications of the results of an evaluation is made clear to the stakeholders, process use will most certainly occur	-0.91	30	0.7	10	1.53	2
8	Nature and quality of communications and interactions during the evaluation process affects the occurrence of process use	-0.01	20	0.29	14	1.16	6
9	Process use is common in evaluations in which stakeholders participating in an evaluation trust one another	-1.13	32	-0.82	29	0.85	8
10	Evaluations that address issues of concern to stakeholders mostly experience process use	0.5	13	0.79	9	1.31	3
11	Programmes or organisations in which decision-making is independent of evaluation cannot experience process use	0.21	16	-0.87	31	-0.5	27
12	Process use will occur depending upon evaluation participants' level of knowledge and experience of the programme being evaluated	0.05	17	-0.83	30	0.29	15
13	Evaluators without people skills such as building relationships, facilitating groups, managing conflicts and interpersonal communication cannot facilitate process use	1.15	7	2.08	1	-0.14	21
14	The extent to which programmes and organizations support developing evaluation capacity determines the occurrence of process use	-0.52	26	-0.02	19	-0.18	22
15	Technical skills and social science knowledge on the part of the evaluator are enough to assure process use in an evaluation	-2.16	37	-0.35	22	-0.2	24
16	Process use is common in programmes or organizations where there is verbal support to employee involvement in evaluation activities	-0.36	24	-0.66	26	-1.18	32
17	Evaluations in which stakeholders perceive the purpose of the evaluation as a non threatening activity have a higher chance of experiencing process use	1.26	6	-0.61	25	0.44	13
18	Programmes or organisations in which risk can be taken without fear of punishment have a greater chance of experiencing process use	0	19	-0.61	24	0.03	19
19	Programmes or organisations in which learning how to learn is as important as what is learnt have a more likelihood of experiencing process use	0.63	12	0.57	11	0.3	14
20	When stakeholders are involved in verifying conclusions and recommendations of evaluation results, process use is more likely to occur	1.71	2	0.09	16	0.23	17
21	The involvement of stakeholders in the planning and implementation of the evaluation guarantees process use	0.03	18	1.98	3	-0.77	28

22	Because a conscious effort was made to develop the mind-set and skills required by key stakeholders to support use, process was in abundance	-1.3	33	-1.21	34	-0.79	29
23	When evaluator is able to bring his position as an independent person to bear on the process, process use is assured	-0.08	21	-0.37	23	0.19	18
24	Evaluator's background, experience, credibility, perceived position of authority has influence on the occurrence of process use in an evaluation	-0.99	31	0.87	7	-0.19	23
25	Evaluator's ability to employ learning process as asking questions, dialoguing, and reflection, exploring assumptions and giving and receiving feedback enhances process use occurrence	1.3	5	1.33	4	0.64	10
26	The timing of evaluation allowed the evaluation to affect decisions to be made about the programme and this guaranteed process use	0.45	14	-1.5	35	-0.27	25
27	When employees are recognized and rewarded for implementing evaluation findings, process use has a higher chance of occurring	-0.16	22	-0.07	20	-1.71	36
28	The mere expectation of employees to share their learning from the evaluation process with others ensures the occurrence of process use	-0.89	29	-0.76	28	-1.24	33
29	Evaluations that reflect the most urgent information needs of decision makers have a more likely chance of experiencing process use	-0.88	28	0.08	17	0.55	12
30	Programmes that have widespread generation, access and use of information experience process use compared to others	-0.24	23	0.52	12	-1.08	31
31	Forming a task force within the programme to work with the evaluator to determine what information will be useful for programme improvement and public accountability facilitates process of the evaluation	-0.46	25	-1.63	36	-0.91	30
32	When there is an open criticism or accusations of the programme by interest groups before the evaluation, the experience of process use in an evaluation is enormous	0.76	9	-0.88	32	-1.35	35
33	Process use is facilitated by having genuine support from the programme and organisational leadership	1.31	4	0.09	15	0.28	16
34	A verbal presentation of the evaluation findings to intended users gives opportunity to users to seek further clarifications on recommendations and therefore enhances process use	1.72	1	-1.89	37	-0.1	20
35	Evaluations that are accountability and judgemental oriented have little chance of experiencing process use compared to improvement oriented evaluations	0.76	10	-0.68	27	0.64	11
36	Process use occurs in all evaluations irrespective of the evaluation type and purpose	-1.51	36	0	18	-1.29	34
37	Evaluations that have short duration and allocated few resources limits the amount (and quality) of the data collected and therefore use of the evaluation	-0.54	27	2	2	-0.46	26

Source: Analysis of Survey Data (2011)

Correlations Between Factor Scores

	1	2	3
1	1.0000	0.1010	0.1481
2	0.1010	1.0000	0.1149
3	0.1481	0.1149	1.0000

Source: Analysis of Survey Data (2011)

Normalized Factor Scores -- For Factor 1

No.	Statement	Z-SCORES
34	A verbal presentation of the evaluation findings to intended users gives opportunity to users to seek further clarifications on recommendations and therefore enhances process use	1.723
20	When stakeholders are involved in verifying conclusions and recommendations of evaluation results, process use is more likely to occur	1.706
5	The use of FGDs and other group processes as the medium of engagement with evaluation participants enhances process use	1.362
33	Process use is facilitated by having genuine support from the programme and organisational leadership	1.311
25	Evaluator’s ability to employ learning process as asking questions, dialoguing, and reflection, exploring assumptions and giving and receiving feedback enhances process use occurrence	1.303
17	Evaluations in which stakeholders perceive the purpose of the evaluation as a non threatening activity have a higher chance of experiencing process use	1.264
13	Evaluators without people skills such as building relationships, facilitating groups, managing conflicts and interpersonal communication cannot facilitate process use	1.153
3	To neglect cultural sensitivity is to disrespect key stakeholders of the evaluation present and to imperil use and process use	0.788
32	When there is an open criticism or accusations of the programme by interest groups before the evaluation, the experience of process use in an evaluation is enormous	0.761
35	Evaluations that are accountability and judgemental oriented have little chance of experiencing process use compared to improvement oriented evaluations	0.757
1	Evaluation of programmes that have strong political support has limited chance of experiencing process use	0.741
19	Programmes or organisations in which learning how to learn is as important as what is learnt have a more likelihood of experiencing process use	0.633
10	Evaluations that address issues of concern to stakeholders mostly experience process use	0.5
26	The timing of evaluation allowed the evaluation to affect decisions to be made about the programme and this guaranteed process use	0.453
4	When determining what worked and what did not work is rewarded in an organisation, process is promoted	0.329
11	Programmes or organisations in which decision-making is independent of evaluation cannot experience process use	0.206
12	Process use will occur depending upon evaluation participants’ level of knowledge and experience of the programme being evaluated	0.051

21	The involvement of stakeholders in the planning and implementation of the evaluation guarantees process use	0.03
18	Programmes or organisations in which risk can be taken without fear of punishment have a greater chance of experiencing process use	0
8	Nature and quality of communications and interactions during the evaluation process affects the occurrence of process use	-0.012
23	When evaluator is able to bring his position as an independent person to bear on the process, process use is assured	-0.081
27	When employees are recognized and rewarded for implementing evaluation findings, process use has a higher chance of occurring	-0.16
30	Programmes that have widespread generation, access and use of information experience process use compared to others	-0.235
16	Process use is common in programmes or organizations where there is verbal support to employee involvement in evaluation activities	-0.364
31	Forming a task force within the programme to work with the evaluator to determine what information will be useful for programme improvement and public accountability facilitates process of the evaluation	-0.459
14	The extent to which programmes and organizations support developing evaluation capacity determines the occurrence of process use	-0.52
37	Evaluations that have short duration and allocated few resources limits the amount (and quality) of the data collected and therefore use of the evaluation	-0.543
29	Evaluations that reflect the most urgent information needs of decision makers have a more likely chance of experiencing process use	-0.879
28	The mere expectation of employees to share their learning from the evaluation process with others ensures the occurrence of process use	-0.891
7	When the implications of the results of an evaluation is made clear to the stakeholders, process use will most certainly occur	-0.906
24	Evaluator’s background, experience, credibility, perceived position of authority has influence on the occurrence of process use in an evaluation	-0.986
9	Process use is common in evaluations in which stakeholders participating in an evaluation trust one another	-1.128
22	Because a conscious effort was made to develop the mind-set and skills required by key stakeholders to support use, process was in abundance	-1.301
2	The main driver of the evaluation should be the evaluator if process use is to occur	-1.423
6	Evaluations that produce findings consistent with held beliefs and expectations of staff certainly experiences process use	-1.507
36	Process use occurs in all evaluations irrespective of the evaluation type and purpose	-1.513
15	Technical skills and social science knowledge on the part of the evaluator are enough to assure process use in an evaluation	-2.164

Normalized Factor Scores -- For Factor 2

No.	Statement	Z-SCORES
13	Evaluators without people skills such as building relationships, facilitating groups, managing conflicts and interpersonal communication cannot facilitate process use	2.079
37	Evaluations that have short duration and allocated few resources limits the amount (and quality) of the data collected and therefore use of the evaluation	1.999
21	The involvement of stakeholders in the planning and implementation of the evaluation guarantees process use	1.984
25	Evaluator's ability to employ learning process as asking questions, dialoguing, and reflection, exploring assumptions and giving and receiving feedback enhances process use occurrence	1.33
1	Evaluation of programmes that have strong political support has limited chance of experiencing process use	1.281
3	To neglect cultural sensitivity is to disrespect key stakeholders of the evaluation present and to imperil use and process use	0.865
24	Evaluator's background, experience, credibility, perceived position of authority has influence on the occurrence of process use in an evaluation	0.865
2	The main driver of the evaluation should be the evaluator if process use is to occur	0.847
10	Evaluations that address issues of concern to stakeholders mostly experience process use	0.794
7	When the implications of the results of an evaluation is made clear to the stakeholders, process use will most certainly occur	0.696
19	Programmes or organisations in which learning how to learn is as important as what is learnt have a more likelihood of experiencing process use	0.571
30	Programmes that have widespread generation, access and use of information experience process use compared to others	0.521
5	The use of FGDs and other group processes as the medium of engagement with evaluation participants enhances process use	0.442
8	Nature and quality of communications and interactions during the evaluation process affects the occurrence of process use	0.295
33	Process use is facilitated by having genuine support from the programme and organisational leadership	0.095
20	When stakeholders are involved in verifying conclusions and recommendations of evaluation results, process use is more likely to occur	0.086
29	Evaluations that reflect the most urgent information needs of decision makers have a more likely chance of experiencing process use	0.079
36	Process use occurs in all evaluations irrespective of the evaluation type and purpose	-0.004
14	The extent to which programmes and organizations support developing evaluation capacity determines the occurrence of process use	-0.023
27	When employees are recognized and rewarded for implementing evaluation findings, process use has a higher chance of occurring	-0.075
4	When determining what worked and what did not work is rewarded in an organisation, process is promoted	-0.169
15	Technical skills and social science knowledge on the part of the evaluator are enough to assure process use in an evaluation	-0.355
23	When evaluator is able to bring his position as an independent person to bear on the process, process use is assured	-0.375
18	Programmes or organisations in which risk can be taken without fear of punishment have a greater chance of experiencing process use	-0.611
17	Evaluations in which stakeholders perceive the purpose of the evaluation as a non threatening activity have a higher chance of experiencing process use	-0.612
16	Process use is common in programmes or organizations where there is verbal support to employee involvement in evaluation activities	-0.657

35	Evaluations that are accountability and judgemental oriented have little chance of experiencing process use compared to improvement oriented evaluations	-0.684
28	The mere expectation of employees to share their learning from the evaluation process with others ensures the occurrence of process use	-0.756
9	Process use is common in evaluations in which stakeholders participating in an evaluation trust one another	-0.824
12	Process use will occur depending upon evaluation participants' level of knowledge and experience of the programme being evaluated	-0.832
11	Programmes or organisations in which decision-making is independent of evaluation cannot experience process use	-0.873
32	When there is an open criticism or accusations of the programme by interest groups before the evaluation, the experience of process use in an evaluation is enormous	-0.876
6	Evaluations that produce findings consistent with held beliefs and expectations of staff certainly experiences process use	-0.88
22	Because a conscious effort was made to develop the mind-set and skills required by key stakeholders to support use, process was in abundance	-1.213
26	The timing of evaluation allowed the evaluation to affect decisions to be made about the programme and this guaranteed process use	-1.496
31	Forming a task force within the programme to work with the evaluator to determine what information will be useful for programme improvement and public accountability facilitates process of the evaluation	-1.625
34	A verbal presentation of the evaluation findings to intended users gives opportunity to users to seek further clarifications on recommendations and therefore enhances process use	-1.886

Normalized Factor Scores -- For Factor 3

No.	Statement	Z-SCORES
5	The use of FGDs and other group processes as the medium of engagement with evaluation participants enhances process use	2.212
7	When the implications of the results of an evaluation is made clear to the stakeholders, process use will most certainly occur	1.53
10	Evaluations that address issues of concern to stakeholders mostly experience process use	1.307
3	To neglect cultural sensitivity is to disrespect key stakeholders of the evaluation present and to imperil use and process use	1.253
2	The main driver of the evaluation should be the evaluator if process use is to occur	1.158
8	Nature and quality of communications and interactions during the evaluation process affects the occurrence of process use	1.158
4	When determining what worked and what did not work is rewarded in an organisation, process is promoted	1
9	Process use is common in evaluations in which stakeholders participating in an evaluation trust one another	0.855
6	Evaluations that produce findings consistent with held beliefs and expectations of staff certainly experiences process use	0.685
25	Evaluator’s ability to employ learning process as asking questions, dialoguing, and reflection, exploring assumptions and giving and receiving feedback enhances process use occurrence	0.644
35	Evaluations that are accountability and judgemental oriented have little chance of experiencing process use compared to improvement oriented evaluations	0.64
29	Evaluations that reflect the most urgent information needs of decision makers have a more likely chance of experiencing process use	0.547
17	Evaluations in which stakeholders perceive the purpose of the evaluation as a non threatening activity have a higher chance of experiencing process use	0.44
19	Programmes or organisations in which learning how to learn is as important as what is learnt have a more likelihood of experiencing process use	0.296
12	Process use will occur depending upon evaluation participants’ level of knowledge and experience of the programme being evaluated	0.286
33	Process use is facilitated by having genuine support from the programme and organisational leadership	0.28
20	When stakeholders are involved in verifying conclusions and recommendations of evaluation results, process use is more likely to occur	0.227
23	When evaluator is able to bring his position as an independent person to bear on the process, process use is assured	0.194
18	Programmes or organisations in which risk can be taken without fear of punishment have a greater chance of experiencing process use	0.035
34	A verbal presentation of the evaluation findings to intended users gives opportunity to users to seek further clarifications on recommendations and therefore enhances process use	-0.098
13	Evaluators without people skills such as building relationships, facilitating groups, managing conflicts and interpersonal communication cannot facilitate process use	-0.136
14	The extent to which programmes and organizations support developing evaluation capacity determines the occurrence of process use	-0.178
24	Evaluator’s background, experience, credibility, perceived position of authority has influence on the occurrence of process use in an evaluation	-0.185
15	Technical skills and social science knowledge on the part of the evaluator are enough to assure process use in an evaluation	-0.203

26	The timing of evaluation allowed the evaluation to affect decisions to be made about the programme and this guaranteed process use	-0.274
37	Evaluations that have short duration and allocated few resources limits the amount (and quality) of the data collected and therefore use of the evaluation	-0.458
11	Programmes or organisations in which decision-making is independent of evaluation cannot experience process use	-0.502
21	The involvement of stakeholders in the planning and implementation of the evaluation guarantees process use	-0.77
22	Because a conscious effort was made to develop the mind-set and skills required by key stakeholders to support use, process was in abundance	-0.793
31	Forming a task force within the programme to work with the evaluator to determine what information will be useful for programme improvement and public accountability facilitates process of the evaluation	-0.907
30	Programmes that have widespread generation, access and use of information experience process use compared to others	-1.085
16	Process use is common in programmes or organizations where there is verbal support to employee involvement in evaluation activities	-1.177
28	The mere expectation of employees to share their learning from the evaluation process with others ensures the occurrence of process use	-1.239
36	Process use occurs in all evaluations irrespective of the evaluation type and purpose	-1.293
32	When there is an open criticism or accusations of the programme by interest groups before the evaluation, the experience of process use in an evaluation is enormous	-1.345
27	When employees are recognized and rewarded for implementing evaluation findings, process use has a higher chance of occurring	-1.712
1	Evaluation of programmes that have strong political support has limited chance of experiencing process use	-2.392

Factor Q-Sort Values for Each Statement

No.	Statement	Factor Arrays 1	2	3
1	Evaluation of programmes that have strong political support has limited chance of experiencing process use	1	3	-4
2	The main driver of the evaluation should be the evaluator if process use is to occur	-3	2	3
3	To neglect cultural sensitivity is to disrespect key stakeholders of the evaluation present and to imperil use and process use	2	2	3
4	When determining what worked and what did not work is rewarded in an organisation, process is promoted	1	0	2
5	The use of FGDs and other group processes as the medium of engagement with evaluation participants enhances process use	3	1	4
6	Evaluations that produce findings consistent with held beliefs and expectations of staff certainly experiences process use	-3	-3	2
7	When the implications of the results of an evaluation is made clear to the stakeholders, process use will most certainly occur	-2	1	4
8	Nature and quality of communications and interactions during the evaluation process affects the occurrence of process use	0	1	2
9	Process use is common in evaluations in which stakeholders participating in an evaluation trust one another	-2	-2	2
10	Evaluations that address issues of concern to stakeholders mostly experience process use	1	2	3
11	Programmes or organisations in which decision-making is independent of evaluation cannot experience process use	0	-2	-1
12	Process use will occur depending upon evaluation participants’ level of knowledge and experience of the programme being evaluated	0	-2	1
13	Evaluators without people skills such as building relationships, facilitating groups, managing conflicts and interpersonal communication cannot facilitate process use	2	4	0
14	The extent to which programmes and organizations support developing evaluation capacity determines the occurrence of process use	-1	0	0
15	Technical skills and social science knowledge on the part of the evaluator are enough to assure process use in an evaluation	-4	0	-1
16	Process use is common in programmes or organizations where there is verbal support to employee involvement in evaluation activities	-1	-1	-2
17	Evaluations in which stakeholders perceive the purpose of the evaluation as a non threatening activity have a higher chance of experiencing process use	2	-1	1
18	Programmes or organisations in which risk can be taken without fear of punishment have a greater chance of experiencing process use	0	-1	0
19	Programmes or organisations in which learning how to learn is as important as what is learnt have a more likelihood of experiencing process use	1	1	1
20	When stakeholders are involved in verifying conclusions and recommendations of evaluation results, process use is more likely to occur	4	0	0
21	The involvement of stakeholders in the planning and implementation of the evaluation guarantees process use	0	3	-1
22	Because a conscious effort was made to develop the mind-set and skills required by key stakeholders to support use, process was in abundance	-3	-3	-2

23	When evaluator is able to bring his position as an independent person to bear on the process, process use is assured	0	-1	0
24	Evaluator’s background, experience, credibility, perceived position of authority has influence on the occurrence of process use in an evaluation	-2	2	-1
25	Evaluator’s ability to employ learning process as asking questions, dialoguing, and reflection, exploring assumptions and giving and receiving feedback enhances process use occurrence	3	3	1
26	The timing of evaluation allowed the evaluation to affect decisions to be made about the programme and this guaranteed process use	1	-3	-1
27	When employees are recognized and rewarded for implementing evaluation findings, process use has a higher chance of occurring	0	0	-4
28	The mere expectation of employees to share their learning from the evaluation process with others ensures the occurrence of process use	-2	-1	-3
29	Evaluations that reflect the most urgent information needs of decision makers have a more likely chance of experiencing process use	-1	0	1
30	Programmes that have widespread generation, access and use of information experience process use compared to others	-1	1	-2
31	Forming a task force within the programme to work with the evaluator to determine what information will be useful for programme improvement and public accountability facilitates process of the evaluation	-1	-4	-2
32	When there is an open criticism or accusations of the programme by interest groups before the evaluation, the experience of process use in an evaluation is enormous	2	-2	-3
33	Process use is facilitated by having genuine support from the programme and organisational leadership	3	1	0
34	A verbal presentation of the evaluation findings to intended users gives opportunity to users to seek further clarifications on recommendations and therefore enhances process use	4	-4	0
35	Evaluations that are accountability and judgemental oriented have little chance of experiencing process use compared to improvement oriented evaluations	1	-1	1
36	Process use occurs in all evaluations irrespective of the evaluation type and purpose	-4	0	-3
37	Evaluations that have short duration and allocated few resources limits the amount (and quality) of the data collected and therefore use of the evaluation	-1	4	-1

Variance = 4.378 St. Dev. = 2.092

Factor Q-Sort Values for Statements sorted by Consensus vs. Disagreement (Variance across normalized Factor Scores)

		Factor Arrays		
No.	Statement	1	2	3
19	Programmes or organisations in which learning how to learn is as important as what is learnt have a more likelihood of experiencing process use	1	1	1
28	The mere expectation of employees to share their learning from the evaluation process with others ensures the occurrence of process use	-2	-1	-3
3	To neglect cultural sensitivity is to disrespect key stakeholders of the evaluation present and to imperil use and process use	2	2	3
14	The extent to which programmes and organizations support developing evaluation capacity determines the occurrence of process use	-1	0	0
22	Because a conscious effort was made to develop the mind-set and skills required by key stakeholders to support use, process was in abundance	-3	-3	-2
23	When evaluator is able to bring his position as an independent person to bear on the process, process use is assured	0	-1	0
18	Programmes or organisations in which risk can be taken without fear of punishment have a greater chance of experiencing process use	0	-1	0
25	Evaluator’s ability to employ learning process as asking questions, dialoguing, and reflection, exploring assumptions and giving and receiving feedback enhances process use occurrence	3	3	1
10	Evaluations that address issues of concern to stakeholders mostly experience process use	1	2	3
16	Process use is common in programmes or organizations where there is verbal support to employee involvement in evaluation activities	-1	-1	-2
11	Programmes or organisations in which decision-making is independent of evaluation cannot experience process use	0	-2	-1
4	When determining what worked and what did not work is rewarded in an organisation, process is promoted	1	0	2
31	Forming a task force within the programme to work with the evaluator to determine what information will be useful for programme improvement and public accountability facilitates process of the evaluation	-1	-4	-2
12	Process use will occur depending upon evaluation participants’ level of knowledge and experience of the programme being evaluated	0	-2	1
8	Nature and quality of communications and interactions during the evaluation process affects the occurrence of process use	0	1	2
33	Process use is facilitated by having genuine support from the programme and organisational leadership	3	1	0
29	Evaluations that reflect the most urgent information needs of decision makers have a more likely chance of experiencing process use	-1	0	1
35	Evaluations that are accountability and judgemental oriented have little chance of experiencing process use compared to improvement oriented evaluations	1	-1	1
30	Programmes that have widespread generation, access and use of information experience process use compared to others	-1	1	-2
36	Process use occurs in all evaluations irrespective of the evaluation type and purpose	-4	0	-3

5	The use of FGDs and other group processes as the medium of engagement with evaluation participants enhances process use	3	1	4
20	When stakeholders are involved in verifying conclusions and recommendations of evaluation results, process use is more likely to occur	4	0	0
27	When employees are recognized and rewarded for implementing evaluation findings, process use has a higher chance of occurring	0	0	-4
24	Evaluator’s background, experience, credibility, perceived position of authority has influence on the occurrence of process use in an evaluation	-2	2	-1
17	Evaluations in which stakeholders perceive the purpose of the evaluation as a non threatening activity have a higher chance of experiencing process use	2	-1	1
26	The timing of evaluation allowed the evaluation to affect decisions to be made about the programme and this guaranteed process use	1	-3	-1
9	Process use is common in evaluations in which stakeholders participating in an evaluation trust one another	-2	-2	2
15	Technical skills and social science knowledge on the part of the evaluator are enough to assure process use in an evaluation	-4	0	-1
32	When there is an open criticism or accusations of the programme by interest groups before the evaluation, the experience of process use in an evaluation is enormous	2	-2	-3
13	Evaluators without people skills such as building relationships, facilitating groups, managing conflicts and interpersonal communication cannot facilitate process use	2	4	0
6	Evaluations that produce findings consistent with held beliefs and expectations of staff certainly experiences process use	-3	-3	2
7	When the implications of the results of an evaluation is made clear to the stakeholders, process use will most certainly occur	-2	1	4
2	The main driver of the evaluation should be the evaluator if process use is to occur	-3	2	3
21	The involvement of stakeholders in the planning and implementation of the evaluation guarantees process use	0	3	-1
37	Evaluations that have short duration and allocated few resources limits the amount (and quality) of the data collected and therefore use of the evaluation	-1	4	-1
34	A verbal presentation of the evaluation findings to intended users gives opportunity to users to seek further clarifications on recommendations and therefore enhances process use	4	-4	0
1	Evaluation of programmes that have strong political support has limited chance of experiencing process use	1	3	-4

Factor Characteristics

	Factors		
	1	2	3
No. of Defining Variables	9	4	5
Average Rel. Coef.	0.800	0.800	0.800
Composite Reliability	0.973	0.941	0.952
S.E. of Factor Scores	0.164	0.243	0.218

Standard Errors for Differences in Normalized Factor Scores

Factors	1	2	3
1	0.232	0.293	0.273
2	0.293	0.343	0.326
3	0.273	0.326	0.309

Distinguishing Statements for Factor 1

		Factors					
		1		2		3	
No.	Statement	Rank	Score	Rank	Score	Rank	Score
34	Programmes that have widespread generation, access and use of information experience process use compared to others	4	1.72*	-4	-1.89	0	-0.1
20	When stakeholders are involved in verifying conclusions and recommendations of evaluation results, process use will likely to occur	4	1.71*	0	0.09	0	0.23
5	The use of FGDs and other group processes as the medium of engagement with evaluation participants enhances process use	3	1.36*	1	0.44	4	2.21
33	Process use is facilitated by having genuine support from the programme and organisational leadership	3	1.31*	1	0.09	0	0.28
17	Evaluations in which stakeholders perceive the purpose of the evaluation as a non threatening activity have a higher chance of experiencing process use	2	1.26*	-1	-0.61	1	0.44
13	Evaluators without people skills such as building relationships, facilitating groups, managing conflicts and interpersonal communication cannot facilitate process use	2	1.15*	4	2.08	0	-0.14
32	When there is an open criticism or accusations of the programme by interest groups before the evaluation, the experience of process use in an evaluation is enormous	2	0.76*	-2	-0.88	-3	-1.35
26	The timing of evaluation allowed the evaluation to affect decisions to be made about the programme and this guaranteed process use	1	0.45*	-3	-1.5	-1	-0.27
11	Programmes or organisations in which decision-making is independent of evaluation cannot experience process use	0	0.21*	-2	-0.87	-1	-0.5
21	The involvement of stakeholders in the planning and implementation of the evaluation guarantees process use	0	0.03*	3	1.98	-1	-0.77
30	Programmes that have widespread generation, access and use of information experience process use compared to others	-1	-0.24*	1	0.52	-2	-1.08
29	Evaluations that reflect the most urgent information needs of decision makers have a more likely chance of experiencing process use	-1	-0.88*	0	0.08	1	0.55
7	When the implications of the results of an evaluation is made clear to the stakeholders, process use will most certainly occur	-2	-0.91*	1	0.7	4	1.53
24	Evaluator's background, experience, credibility, perceived position of authority has influence on the occurrence of process use in an evaluation	-2	-0.99*	2	0.87	-1	-0.19
2	The main driver of the evaluation should be the evaluator if process use is to occur	-3	-1.42*	2	0.85	3	1.16
6	Evaluations that produce findings consistent with held beliefs and expectations of staff certainly experiences process use	-3	-1.51	-3	-0.88	2	0.68
15	Technical skills and social science knowledge on the part of the evaluator are enough to assure process use in an evaluation	-4	-2.16*	0	-0.35	-1	-0.2

(P < .05 ; Asterisk (*) Indicates Significance at P < .01)

Distinguishing Statements for Factor 2 Both the Factor Q-Sort Value and the Normalized Score are Shown.

		1		2		3	
No.	Statement	RNK	SCORE	RNK	SCORE	RNK	SCORE
13	Evaluators without people skills such as building relationships, facilitating groups, managing conflicts and interpersonal communication cannot facilitate process use	2	1.15	4	2.08*	0	-0.14
37	Evaluations that have short duration and allocated few resources limits the amount (and quality) of the data collected and therefore use of the evaluation	-1	-0.54	4	2.00*	-1	-0.46
21	The involvement of stakeholders in the planning and implementation of the evaluation guarantees process use	0	0.03	3	1.98*	-1	-0.77
24	Evaluator's background, experience, credibility, perceived position of authority has influence on the occurrence of process use in an evaluation	-2	-0.99	2	0.87*	-1	-0.19
7	When the implications of the results of an evaluation is made clear to the stakeholders, process use will most certainly occur	-2	-0.91	1	0.7	4	1.53
30	Programmes that have widespread generation, access and use of information experience process use compared to others	-1	-0.24	1	0.52*	-2	-1.08
5	The use of FGDs and other group processes as the medium of engagement with evaluation participants enhances process use	3	1.36	1	0.44*	4	2.21
36	Process use occurs in all evaluations irrespective of the evaluation type and purpose	-4	-1.51	0	0.00*	-3	-1.29
18	Programmes or organisations in which risk can be taken without fear of punishment have a greater chance of experiencing process use	0	0	-1	-0.61	0	0.03
17	Evaluations in which stakeholders perceive the purpose of the evaluation as a non threatening activity have a higher chance of experiencing process use	2	1.26	-1	-0.61*	1	0.44
35	Evaluations that are accountability and judgemental oriented have little chance of experiencing process use compared to improvement oriented evaluations	1	0.76	-1	-0.68*	1	0.64
12	Process use will occur depending upon evaluation participants' level of knowledge and experience of the programme being evaluated	0	0.05	-2	-0.83*	1	0.29
6	Evaluations that produce findings consistent with held beliefs and expectations of staff certainly experiences process use	-3	-1.51	-3	-0.88	2	0.68
26	The timing of evaluation allowed the evaluation to affect decisions to be made about the programme and this guaranteed process use	1	0.45	-3	-1.50*	-1	-0.27
31	Forming a task force within the programme to work with the evaluator to determine what information will be useful for programme improvement and public accountability facilitates process of the evaluation	-1	-0.46	-4	-1.63	-2	-0.91
34	A verbal presentation of the evaluation findings to intended users gives opportunity to users to seek further clarifications on recommendations and therefore enhances process use	4	1.72	-4	-1.89*	0	-0.1

(P < .05 ; Asterisk (*) Indicates Significance at P < .01)

Distinguishing Statements for Factor 3

		Factors					
			1		2		3
No.	Statement	Rank	Score	Rank	Score	Rank	Score
5	The use of FGDs and other group processes as the medium of engagement with evaluation participants enhances process use	3	1.36	1	0.44	4	2.21*
7	When the implications of the results of an evaluation is made clear to the stakeholders, process use will most certainly occur	-2	-0.91	1	0.7	4	1.53
8	Nature and quality of communications and interactions during the evaluation process affects the occurrence of process use	0	-0.01	1	0.29	2	1.16*
4	When determining what worked and what did not work is rewarded in an organisation, process is promoted	1	0.33	0	-0.17	2	1
9	Process use is common in evaluations in which stakeholders participating in an evaluation trust one another	-2	-1.13	-2	-0.82	2	0.85*
6	Evaluations that produce findings consistent with held beliefs and expectations of staff certainly experiences process use	-3	-1.51	-3	-0.88	2	0.68*
25	Evaluator's ability to employ learning process as asking questions, dialoguing, and reflection, exploring assumptions and giving and receiving feedback enhances process use occurrence	3	1.3	3	1.33	1	0.64
17	Evaluations in which stakeholders perceive the purpose of the evaluation as a non threatening activity have a higher chance of experiencing process use	2	1.26	-1	-0.61	1	0.44*
34	A verbal presentation of the evaluation findings to intended users gives opportunity to users to seek further clarifications on recommendations and therefore enhances process use	4	1.72	-4	-1.89	0	-0.10*
13	Evaluators without people skills such as building relationships, facilitating groups, managing conflicts and interpersonal communication cannot facilitate process use	2	1.15	4	2.08	0	-0.14*
24	Evaluator's background, experience, credibility, perceived position of authority has influence on the occurrence of process use in an evaluation	-2	-0.99	2	0.87	-1	-0.19*
26	The timing of evaluation allowed the evaluation to affect decisions to be made about the programme and this guaranteed process use	1	0.45	-3	-1.5	-1	-0.27*
21	The involvement of stakeholders in the planning and implementation of the evaluation guarantees process use	0	0.03	3	1.98	-1	-0.77*
30	Programmes that have widespread generation, access and use of information experience process use compared to others	-1	-0.24	1	0.52	-2	-1.08*
27	When employees are recognized and rewarded for implementing evaluation findings, process use has a higher chance of occurring	0	-0.16	0	-0.07	-4	-1.71*
1	Evaluation of programmes that have strong political support has limited chance of experiencing process use	1	0.74	3	1.28	-4	-2.39*

(P < .05 ; Asterisk (*) Indicates Significance at P < .01)

Consensus Statements -- Those That Do Not Distinguish Between ANY Pair of Factors.

		Factors					
		1		2		3	
No.	Statement	Rank	Score	Rank	Score	Rank	Score
3*	To neglect cultural sensitivity is to disrespect key stakeholders of the evaluation present and to imperil use and process use	2	0.79	2	0.87	3	1.25
14*	The extent to which programmes and organizations support developing evaluation capacity determines the occurrence of process use	-1	-0.52	0	-0.02	0	-0.18
18	Programmes or organisations in which risk can be taken without fear of punishment have a greater chance of experiencing process use	0	0	-1	-0.61	0	0.03
19*	Programmes or organisations in which learning how to learn is as important as what is learnt have a more likelihood of experiencing process use	1	0.63	1	0.57	1	0.3
22*	Because a conscious effort was made to develop the mind-set and skills required by key stakeholders to support use, process was in abundance	-3	-1.3	-3	-1.21	-2	-0.79
23*	When evaluator is able to bring his position as an independent person to bear on the process, process use is assured	0	-0.08	-1	-0.37	0	0.19
25	Evaluator’s ability to employ learning process as asking questions, dialoguing, and reflection, exploring assumptions and giving and receiving feedback enhances process use occurrence	3	1.3	3	1.33	1	0.64
28*	The mere expectation of employees to share their learning from the evaluation process with others ensures the occurrence of process use	-2	-0.89	-1	-0.76	-3	-1.24

All Listed Statements are Non-Significant at P>.01, and Those Flagged With an * are also Non-Significant at P>.05.

Appendix 4: Analytical Results for Research question 5

Unrotated Factor Matrix

	Factors 1	2	3	4	5	6	7	8
SORTS								
1 mystd09c	0.6797	0.2845	0.1738	-0.0744	-0.0660	-0.2200	-0.1172	0.1479
2 mystd08c	0.4541	0.4523	0.2015	0.0630	0.1423	-0.4760	0.3202	-0.1454
3 mystd07c	0.1918	-0.1790	-0.1734	0.1011	0.8343	0.1112	0.0737	-0.2957
4 mystd06c	0.6582	0.2552	0.0515	-0.0863	0.2247	-0.3959	-0.1972	-0.0818
5 mystd05c	0.3858	-0.2789	0.0975	0.6854	0.1026	-0.0063	-0.3710	0.1731
6 mystd04c	0.7429	-0.2626	0.1181	-0.3722	-0.0831	0.1461	-0.1806	-0.0679
7 mystd03c	0.7314	-0.1973	-0.5753	0.0094	-0.1743	-0.0108	0.2002	-0.0494
8 mystd02c	0.7031	-0.1394	-0.5049	0.0631	-0.0110	-0.2397	-0.1426	0.1676
9 mystd01c	0.7267	-0.2388	0.0997	-0.2072	0.1164	0.2744	0.2530	-0.1874
10 mystd09s	0.7143	-0.3157	-0.4533	0.0241	-0.0604	-0.0809	0.0485	0.0783
11 mystd08s	0.7714	0.0131	0.2026	-0.0457	0.2292	0.3622	-0.2705	-0.1482
12 mystd07s	0.2038	0.4500	0.3982	0.4406	-0.5174	0.0791	-0.0116	-0.1052
13 mystd06s	0.1531	0.5633	-0.0969	-0.2653	-0.0153	0.6021	0.1236	0.1999
14 mystd05s	0.5146	0.2523	-0.1884	-0.5535	-0.3432	-0.0169	-0.2125	-0.2350
15 mystd04s	0.5657	-0.4656	-0.1394	0.3242	-0.1995	0.2892	0.0389	-0.1521
16 mystd03s	0.5810	-0.2174	0.4311	-0.2051	0.1401	0.1236	-0.3148	0.4077
17 mystd02s	0.5450	-0.2950	0.5354	0.2860	-0.1585	0.0322	0.0185	-0.2087
18 mystd01s	0.7774	0.3678	-0.2846	-0.0207	0.0280	-0.1411	-0.0811	0.0970
19 mystd10s	0.5475	0.5872	0.0563	0.1767	0.0556	0.2478	-0.1384	-0.2155
20 mystd10c	0.6675	-0.3530	-0.5416	0.0884	-0.2433	-0.0333	0.0815	-0.0627
21 mystd11s	0.6376	-0.3155	0.5580	-0.2443	-0.0468	-0.1707	0.1877	0.0813
22 mystd12s	0.5694	-0.3421	0.6068	-0.1329	-0.0007	-0.2035	0.2206	-0.0038
23 mystd13s	0.6178	0.5257	0.0806	0.2268	-0.0259	0.0681	0.1594	-0.0823
24 mystd14s	0.5897	0.0987	0.0280	0.1643	0.1010	0.2323	0.4505	0.4551
25 mystd17s	0.5575	0.5120	-0.2028	0.1059	0.1984	-0.1012	-0.0182	0.1158
Eigenvalues	8.9068	3.0485	2.7702	1.6915	1.4746	1.4269	1.0373	0.8984
% expl.Var.	36	12	11	7	6	6	4	4

Source: Analysis of Survey Data (2011)

Factor Matrix with an X Indicating a Defining Sort

QSORT	Loadings 1	2	3
1 mystd09c	0.3915	0.6314X	0.1457
2 mystd08c	0.2102	0.6342X	-0.0710
3 mystd07c	0.0645	-0.0325	0.3060
4 mystd06c	0.3058	0.5944X	0.2327
5 mystd05c	0.4080	0.0026	0.2639
6 mystd04c	0.6205X	0.2263	0.4455
7 mystd03c	0.1006	0.2685	0.9071X
8 mystd02c	0.1091	0.2989	0.8170X
9 mystd01c	0.5883X	0.2360	0.4397
10 mystd09s	0.2264	0.1635	0.8587X
11 mystd08s	0.5793X	0.4664	0.2885
12 mystd07s	0.2053	0.4859	-0.3526
13 mystd06s	-0.2187	0.5447X	-0.0747
14 mystd05s	0.0566	0.5061	0.3236
15 mystd04s	0.4244	-0.0435	0.6117X
16 mystd03s	0.7278X	0.1692	0.1116
17 mystd02s	0.8129X	0.0859	0.0485
18 mystd01s	0.0911	0.7537X	0.4943
19 mystd10s	0.1050	0.7973X	0.0304
20 mystd10c	0.1534	0.1052	0.9104X
21 mystd11s	0.8906X	0.1240	0.0934
22 mystd12s	0.8970X	0.0626	0.0308
23 mystd13s	0.1884	0.7892X	0.0782
24 mystd14s	0.3164	0.4274	0.2748
25 mystd17s	-0.0390	0.7410X	0.2518
% expl.Var.	19	20	19

Source: Analysis of Survey Data (2011)

Rank Statement Totals with Each Factor

No.	Statement	Factors 1		2		3	
1	The evaluator need not consult with stakeholders to describe the evaluation, their willingness to participate and their potential involvement in order to promote process use	-1.71	24	-1.79	24	-1.32	22
2	Evaluation managers inform stakeholders about the evaluation, describe its broad parameters, identify the evaluator and initiate dialogue in order to enhance process use	1.55	2	-0.09	16	0.15	11
3	Brainstorming solutions with participating organizations/individuals increases process use	0.84	7	0.79	6	0.04	13
4	Stimulating sharing and expressing multiple standpoints benefits collective comprehension	0.8	8	-0.05	14	1.14	5
5	Following-up to determine if decision-making is being informed by evaluation constitutes an interference of management's work and is not required to ensure process use	-0.79	19	-1.58	23	-0.63	18
6	Organising the evaluation at a time that allows the evaluation to affect decisions to be made about the programme encourages participation and facilitates process use	0.96	5	0.11	12	0.11	12
7	Constantly keeping stakeholders informed of their expectations and developments promotes process use	0.98	3	0.38	8	0	14
8	A well formulated strategy for stakeholders' participation is enough to ensure process use	0.2	12	-0.59	20	-0.16	16
9	To neglect cultural sensitivity in an evaluation is to disrespect key stakeholders of the evaluation present and to imperil use and process use	0.97	4	0.18	9	1.23	4
10	The evaluator's ability to build and sustain the interest of stakeholders in the use of the evaluation will determine whether process use occurs or not	0.88	6	0.08	13	0.6	8
11	When stakeholders are provided with a guided journey of discovery that emphasizes the learning process, process use is guaranteed	-0.21	15	-0.18	18	0.56	9
12	Assessing the information needs of stakeholder groups/individuals and gauging their potential/level of commitment will not bring any difference to the use of evaluations	-0.76	17	-1.26	22	-0.68	19
13	By ensuring that all key stakeholders "down to the grassroots level" have access to information on the evaluation at very stage is a way of enhancing process use	-0.79	18	1.28	4	1.62	2
14	When findings are presented using theatre, skits or video, evaluation findings are trivialised and therefore loss their value and seriousness	-0.83	20	-1.18	21	-1.81	25
15	When friendly, open and frank discussions, while respecting differing opinions and individual sensitivities is encouraged by the evaluator, process use is enhanced	1.66	1	1.54	3	-0.12	15
16	Evaluator need not reach decisions with the staff and management about the implications of the analysed information in order to promote process use	0.16	13	-1.88	25	0.19	10
17	The evaluator from the design stage of the evaluation engages stakeholders on obstacles and opportunities to use enhances process use	-1.09	22	-0.17	17	-1.34	23
18	Packaging and disseminating evaluation findings bearing in mind the needs of the different stakeholders enhances process use	-0.39	16	0.67	7	0.6	8
19	The use of pre-departure debriefings on initial findings is as weak as the effect of main evaluation report in influencing process use	-1.87	25	0.17	10	-0.95	20
20	Use of focus groups as medium of data collection will not yield any learning as only a few people will capture the discussions	-1.05	21	-0.06	15	-1.36	24
21	Evaluators without people skills such as building relationships, facilitating groups, managing conflicts and interpersonal communication cannot facilitate process use	0.69	9	0.15	11	-1.14	21
22	Involving stakeholders and participants in an evaluation process focusing on issues that are relevant for them will increase process use	0.68	10	0.92	5	0.63	6
23	Involving stakeholders who have an interest and want to know something more about the programme will enhance process use of evaluations	0.43	11	1.57	1	-0.51	17

24	By helping key stakeholders to avoid attaching their egos to the outcome of the evaluations encourages genuine participation and process use	-0.21	14	-0.55	19	1.71	1
25	Discussion of evaluation findings as a group enhances the process use of the evaluation	-1.1	23	1.55	2	1.47	3

Source: Analysis of Survey Data (2011)

Correlations Between Factor Scores

	1	2	3
1	1	0.3392	0.3366
2	0.3392	1	0.4001
3	0.3366	0.4001	1

Source: Analysis of Survey Data (April, 2011)

Normalized Factor Scores -- For Factor 1

No.	Statement	Z-SCORES
15	When friendly, open and frank discussions, while respecting differing opinions and individual sensitivities is encouraged by the evaluator, process use is enhanced	1.664
2	Evaluation managers inform stakeholders about the evaluation, describe its broad parameters, identify the evaluator and initiate dialogue in order to enhance process use	1.55
7	Constantly keeping stakeholders informed of their expectations and developments is a way of promoting process use	0.98
9	To neglect cultural sensitivity in an evaluation is to disrespect key stakeholders of the evaluation present and to imperil use and process use	0.974
6	Organising the evaluation at a time that allows the evaluation to affect decisions to be made about the programme encourages participation and facilitates process use	0.96
10	The evaluator's ability to build and sustain the interest of stakeholders in the use of the evaluation will determine whether process use occurs or not	0.883
3	Brainstorming solutions with participating organizations/individuals increases process use	0.835
4	Stimulating sharing and expressing multiple standpoints benefits collective comprehension of the program	0.801
21	Evaluators without people skills such as building relationships, facilitating groups, managing conflicts and interpersonal communication cannot facilitate process use	0.691
22	Involving stakeholders and participants in an evaluation process focusing on issues that are relevant for them will increase process use	0.676
23	Involving stakeholders who have an interest and want to know something more about the programme will enhance process use of evaluations	0.433
8	A well formulated strategy for stakeholders' participation is enough to ensure process use	0.198
16	Evaluator need not reach decisions with the staff and management about the implications of the analysed information in order to promote process use	0.156
24	By helping key stakeholders to avoid attaching their egos to the outcome of the evaluations encourages genuine participation and process use	-0.205
11	When stakeholders are provided with a guided journey of discovery that emphasizes the learning process, process use is guaranteed	-0.212
18	Packaging and disseminating evaluation findings bearing in mind the needs of the different stakeholders enhances process use	-0.385
12	Assessing the information needs of stakeholder groups/individuals and gauging their potential/level of commitment will not bring any difference to the use of evaluations	-0.759
13	By ensuring that all key stakeholders "down to the grassroots level" have access to information on the evaluation at very stage is a way of enhancing process use	-0.788
5	Following-up to determine if decision-making is being informed by evaluation constitutes an interference of management's work and is not required to ensure process use	-0.794
14	When findings are presented using theatre, skits or video, evaluation findings are trivialised and therefore loss their value and seriousness	-0.83
20	Use of focus groups as medium of data collection will not yield any learning as only a few people will capture the discussions	-1.051
17	The evaluator from the design stage of the evaluation engages stakeholders on obstacles and opportunities to use enhances process use	-1.094
25	Discussion of evaluation findings as a group enhances the process use of the evaluation	-1.096
1	The evaluator need not consult with stakeholders to describe the evaluation, their willingness to participate and their potential involvement in order to promote process use	-1.714

19	The use of pre-departure debriefings on initial findings is as weak as the effect of main evaluation report in influencing process use	-1.871

Source: Analysis of Survey Data (2011)

Normalized Factor Scores -- For Factor 2

No.	Statement	Z-SCORES
23	Involving stakeholders who have an interest and want to know something more about the programme will enhance process use of evaluations	1.574
25	Discussion of evaluation findings as a group enhances the process use of the evaluation	1.549
15	When friendly, open and frank discussions, while respecting differing opinions and individual sensitivities is encouraged by the evaluator, process use is enhanced	1.535
13	By ensuring that all key stakeholders "down to the grassroots level" have access to information on the evaluation at very stage is a way of enhancing process use	1.279
22	Involving stakeholders and participants in an evaluation process focusing on issues that are relevant for them will increase process use	0.916
3	Brainstorming solutions with participating organizations/individuals increases process use	0.794
18	Packaging and disseminating evaluation findings bearing in mind the needs of the different stakeholders enhances process use	0.673
7	Constantly keeping stakeholders informed of their expectations and developments is a way of promoting process use	0.385
9	To neglect cultural sensitivity in an evaluation is to disrespect key stakeholders of the evaluation present and to imperil use and process use	0.176
19	The use of pre-departure debriefings on initial findings is as weak as the effect of main evaluation report in influencing process use	0.167
21	Evaluators without people skills such as building relationships, facilitating groups, managing conflicts and interpersonal communication cannot facilitate process use	0.152
6	Organising the evaluation at a time that allows the evaluation to affect decisions to be made about the programme encourages participation and facilitates process use	0.111
10	The evaluator's ability to build and sustain the interest of stakeholders in the use of the evaluation will determine whether process use occurs or not	0.079
4	Stimulating sharing and expressing multiple standpoints benefits collective comprehension of the program	-0.051
20	Use of focus groups as medium of data collection will not yield any learning as only a few people will capture the discussions	-0.059
2	Evaluation managers inform stakeholders about the evaluation, describe its broad parameters, identify the evaluator and initiate dialogue in order to enhance process use	-0.091
17	The evaluator from the design stage of the evaluation engages stakeholders on obstacles and opportunities to use enhances process use	-0.173
11	When stakeholders are provided with a guided journey of discovery that emphasizes the learning process, process use is guaranteed	-0.18
24	By helping key stakeholders to avoid attaching their egos to the outcome of the evaluations encourages genuine participation and process use	-0.554
8	A well formulated strategy for stakeholders' participation is enough to ensure process use	-0.587
14	When findings are presented using theatre, skits or video, evaluation findings are trivialised and therefore loss their value and seriousness	-1.175
12	Assessing the information needs of stakeholder groups/individuals and gauging their potential/level of commitment will not bring any difference to the use of evaluations	-1.26
5	Following-up to determine if decision-making is being informed by evaluation constitutes an interference of management's work and is not required to ensure process use	-1.585
1	The evaluator need not consult with stakeholders to describe the evaluation, their willingness to participate and their potential involvement in order to promote process use	-1.788

16	Evaluator need not reach decisions with the staff and management about the implications of the analysed information in order to promote process use	-1.885

Source: Analysis of Survey Data (2011)

Normalized Factor Scores -- For Factor 3

No.	Statement	Z-SCORES
24	By helping key stakeholders to avoid attaching their egos to the outcome of the evaluations encourages genuine participation and process use	1.708
13	By ensuring that all key stakeholders "down to the grassroots level" have access to information on the evaluation at very stage is a way of enhancing process use	1.62
25	Discussion of evaluation findings as a group enhances the process use of the evaluation	1.466
9	To neglect cultural sensitivity in an evaluation is to disrespect key stakeholders of the evaluation present and to imperil use and process use	1.228
4	Stimulating sharing and expressing multiple standpoints benefits collective comprehension of the program	1.138
22	Involving stakeholders and participants in an evaluation process focusing on issues that are relevant for them will increase process use	0.632
10	The evaluator's ability to build and sustain the interest of stakeholders in the use of the evaluation will determine whether process use occurs or not	0.596
18	Packaging and disseminating evaluation findings mindful of the needs of the different stakeholders enhances process use	0.596
11	When stakeholders are provided with a guided journey of discovery that emphasizes the learning process, process use is guaranteed	0.56
16	Evaluator need not reach decisions with the staff and management about the implications of the analysed information in order to promote process use	0.185
2	Evaluation managers inform stakeholders about the evaluation, describe its broad parameters, identify the evaluator and initiate dialogue in order to enhance process use	0.145
6	Organising the evaluation at a time that allows the evaluation to affect decisions to be made about the programme encourages participation and facilitates process use	0.108
3	Brainstorming solutions with participating organizations/individuals increases process use	0.036
7	Constantly keeping stakeholders informed of their expectations and developments is a way of promoting process use	0
15	When friendly, open and frank discussions, while respecting differing opinions and individual sensitivities is encouraged by the evaluator, process use is enhanced	-0.121
8	A well formulated strategy for stakeholders' participation is enough to ensure process use	-0.162
23	Involving stakeholders who have an interest and want to know something more about the programme will enhance process use of evaluations	-0.506
5	Following-up to determine if decision-making is being informed by evaluation constitutes an interference of management's work and is not required to ensure process use	-0.632
12	Assessing the information needs of stakeholder groups/individuals and gauging their potential/level of commitment will not bring any difference to the use of evaluations	-0.681
19	The use of pre-departure debriefings on initial findings is as weak as the effect of main evaluation report in influencing process use	-0.949
21	Evaluators without people skills such as building relationships, facilitating groups, managing conflicts and interpersonal communication cannot facilitate process use	-1.144
1	The evaluator need not consult with stakeholders to describe the evaluation, their willingness to participate and their potential involvement in order to promote process use	-1.323
17	The evaluator from the design stage of the evaluation engages stakeholders on obstacles and opportunities to use enhances process use	-1.34
20	Use of focus groups as medium of data collection will not yield any learning as only a few people will capture the discussions	-1.355
14	When findings are presented using theatre, skits or video, evaluation findings are trivialised and therefore loss their value and seriousness	-1.806

Factor Q-Sort Values for Each Statement

No.	Statement	Factor 1	2	3
1	The evaluator need not consult with stakeholders to describe the evaluation, their willingness to participate and their potential involvement in order to promote process use	-3	-3	-2
2	Evaluation managers inform stakeholders about the evaluation, describe its broad parameters, identify the evaluator and initiate dialogue in order to enhance process use	3	-1	0
3	Brainstorming solutions with participating organizations/individuals increases process use	1	1	0
4	Stimulating sharing and expressing multiple standpoints benefits collective comprehension of the program	1	0	2
5	Following-up to determine if decision-making is being informed by evaluation constitutes an interference of management's work and is not required to ensure process use	-1	-2	-1
6	Organising the evaluation at a time that allows the evaluation to affect decisions to be made about the programme encourages participation and facilitates process use	2	0	0
7	Constantly keeping stakeholders informed of their expectations and developments is a way of promoting process use	2	1	0
8	A well formulated strategy for stakeholders' participation is enough to ensure process use	0	-1	-1
9	To neglect cultural sensitivity in an evaluation is to disrespect key stakeholders of the evaluation present and to imperil use and process use	2	1	2
10	The evaluator's ability to build and sustain the interest of stakeholders in the use of the evaluation will determine whether process use occurs or not	1	0	1
11	When stakeholders are provided with a guided journey of discovery that emphasizes the learning process, process use is guaranteed	0	-1	1
12	Assessing the information needs of stakeholder groups/individuals and gauging their potential/level of commitment will not bring any difference to the use of evaluations	-1	-2	-1
13	By ensuring that all key stakeholders "down to the grassroots level" have access to information on the evaluation at very stage is a way of enhancing process use	-1	2	3
14	When findings are presented using theatre, skits or video, evaluation findings are trivialised and therefore loss their value and seriousness	-1	-2	-3
15	When friendly, open and frank discussions, while respecting differing opinions and individual sensitivities is encouraged by the evaluator, process use is enhanced	3	2	0
16	Evaluator need not reach decisions with the staff and management about the implications of the analysed information in order to promote process use	0	-3	1
17	The evaluator from the design stage of the evaluation engages stakeholders on obstacles and opportunities to use enhances process use	-2	-1	-2
18	Packaging and disseminating evaluation findings bearing in mind the needs of the different stakeholders enhances use	-1	1	1
19	The use of pre-departure debriefings on initial findings is as weak as the effect of main evaluation report in influencing process use	-3	1	-1
20	Use of focus groups as medium of data collection will not yield any learning as only a few people will capture the discussions	-2	0	-3
21	Evaluators without people skills such as building relationships, facilitating groups, managing conflicts and interpersonal communication cannot facilitate process use	1	0	-2
22	Involving stakeholders and participants in an evaluation process focusing on issues that are relevant for them will increase process use	1	2	1
23	Involving stakeholders who have an interest and want to know something more about the programme will enhance process use of evaluations	0	3	-1

24	By helping key stakeholders to avoid attaching their egos to the outcome of the evaluations encourages genuine participation and process use	0	-1	3
25	Discussion of evaluation findings as a group enhances the process use of the evaluation	-2	3	2

Factor Q-Sort Values for Statements sorted by Consensus vs. Disagreement (Variance across normalized Factor Scores)

No.	Statement	Factor Arrays 1	2	3
22	Involving stakeholders and participants in an evaluation process focusing on issues that are relevant for them will increase process use	1	2	1
1	The evaluator need not consult with stakeholders to describe the evaluation, their willingness to participate and their potential involvement in order to promote process use	-3	-3	-2
12	Assessing the information needs of stakeholder groups/individuals and gauging their potential/level of commitment will not bring any difference to the use of evaluations	-1	-2	-1
8	A well formulated strategy for stakeholders' participation is enough to ensure process use	0	-1	-1
10	The evaluator's ability to build and sustain the interest of stakeholders in the use of the evaluation will determine whether process use occurs or not	1	0	1
11	When stakeholders are provided with a guided journey of discovery that emphasizes the learning process, process use is guaranteed	0	-1	1
3	Brainstorming solutions with participating organizations/individuals increases process use	1	1	0
6	Organising the evaluation at a time that allows the evaluation to affect decisions to be made about the programme encourages participation and facilitates process use	2	0	0
7	Constantly keeping stakeholders informed of their expectations and developments is a way of promoting process use	2	1	0
14	When findings are presented using theatre, skits or video, evaluation findings are trivialized and therefore loss their value and seriousness	-1	-2	-3
5	Following-up to determine if decision-making is being informed by evaluation constitutes an interference of management's work and is not required to ensure process use	-1	-2	-1
9	To neglect cultural sensitivity in an evaluation is to disrespect key stakeholders of the evaluation present and to imperil use and process use	2	1	2
18	Packaging and disseminating evaluation findings bearing in mind the needs of the different stakeholders enhances use	-1	1	1
4	Stimulating sharing and expressing multiple standpoints benefits collective comprehension of the program	1	0	2
17	The evaluator from the design stage of the evaluation engages stakeholders on obstacles and opportunities to use enhances process use	-2	-1	-2
20	Use of FGDs as medium of data collection will not yield any learning as only a few people will capture the discussions	-2	0	-3
2	Evaluation managers inform stakeholders about the evaluation, describe its broad parameters, identify the evaluator and initiate dialogue in order to enhance process use	3	-1	0
21	Evaluators without people skills such as building relationships, facilitating groups, managing conflicts and interpersonal communication cannot facilitate process use	1	0	-2
15	When friendly, open and frank discussions, while respecting differing opinions and individual sensitivities is encouraged by the evaluator, process use is enhanced	3	2	0
19	The use of pre-departure debriefings on initial findings is as weak as the effect of main evaluation report in influencing process use	-3	1	-1
23	Involving stakeholders who have an interest and want to know something more about the programme will enhance process use of evaluations	0	3	-1
16	Evaluator need not reach decisions with the staff and management about the implications of the analysed information in order to promote process use	0	-3	1
24	By helping key stakeholders to avoid attaching their egos to the outcome of the evaluations encourages genuine participation and process use	0	-1	3

13	By ensuring that all key stakeholders "down to the grassroots level" have access to information on the evaluation at very stage is a way of enhancing process use	-1	2	3
25	Discussion of evaluation findings as a group enhances the process use of the evaluation	-2	3	2

Factor Characteristics

	Factors		
	1	2	3
No. of Defining Variables	7	8	5
Average Rel. Coef.	0.8	0.8	0.8
Composite Reliability	0.966	0.97	0.952
S.E. of Factor Scores	0.186	0.174	0.218

Source: Analysis of Survey Data (2011)

Standard Errors for Differences in Normalized Factor Scores

Factors	1	2	3
1	0.263	0.255	0.287
2	0.255	0.246	0.279
3	0.287	0.279	0.309

(Diagonal Entries Are S.E. Within Factors)

Source: Analysis of Survey Data (2011)

Distinguishing Statements for Factor 1

		1		2		3	
No.	Statement	RNK	SCORE	RNK	SCORE	RNK	SCORE
2	Evaluation managers inform stakeholders about the evaluation, describe its broad parameters, identify the evaluator and initiate dialogue in order to enhance process use	3	1.55*	-1	-0.09	0	0.15
7	Constantly keeping stakeholders informed of their expectations and developments is a way of promoting process use	2	0.98	1	0.38	0	0
6	Organising the evaluation at a time that allows the evaluation to affect decisions to be made about the programme encourages participation and facilitates process use	2	0.96*	0	0.11	0	0.11
21	Evaluators without people skills such as building relationships, facilitating groups, managing conflicts and interpersonal communication cannot facilitate process use	1	0.69	0	0.15	-2	-1.14
23	Involving stakeholders who have an interest and want to know something more about the programme will enhance process use of evaluations	0	0.43*	3	1.57	-1	-0.51
18	Packaging and disseminating evaluation findings bearing in mind the needs of the different stakeholders enhances process use	-1	-0.39*	1	0.67	1	0.6
13	By ensuring that all key stakeholders “down to the grassroots level” have access to information on the evaluation at very stage is a way of enhancing process use	-1	-0.79*	2	1.28	3	1.62
25	Discussion of evaluation findings as a group enhances the process use of the evaluation	-2	-1.10*	3	1.55	2	1.47
19	The use of pre-departure debriefings on initial findings is as weak as the effect of main evaluation report in influencing process use	-3	-1.87*	1	0.17	-1	-0.95

(P < .05 ; Asterisk (*) Indicates Significance at P < .01)

Source: Analysis of Survey Data (2011)

Distinguishing Statements for Factor 2

No.	Statement	Factor 1 Rank	Factor 1 Score	Factor 2 Rank	Factor 2 Score	Factor 3 Rank	Factor 3 Score
23	Involving stakeholders who have an interest and want to know something more about the programme will enhance process use of evaluations	0	0.43	3	1.57*	-1	-0.51
9	To neglect cultural sensitivity in an evaluation is to disrespect key stakeholders of the evaluation present and to imperil use and process use	2	0.97	1	0.18*	2	1.23
19	The use of pre-departure debriefings on initial findings is as weak as the effect of main evaluation report in influencing process use	-3	-1.87	1	0.17*	-1	-0.95
21	Evaluators without people skills such as building relationships, facilitating groups, managing conflicts and interpersonal communication cannot facilitate process use	1	0.69	0	0.15	-2	-1.14
4	Stimulating sharing and expressing multiple standpoints benefits collective comprehension of the program	1	0.8	0	-0.05*	2	1.14
20	Use of focus groups as medium of data collection will not yield any learning as only a few people will capture the discussions	-2	-1.05	0	-0.06*	-3	-1.36
17	The evaluator from the design stage of the evaluation engages stakeholders on obstacles and opportunities to use enhances process use	-2	-1.09	-1	-0.17*	-2	-1.34
12	Assessing the information needs of stakeholder groups/individuals and gauging their potential/level of commitment will not bring any difference to the use of evaluations	-1	-0.76	-2	-1.26	-1	-0.68
5	Following-up to determine if decision-making is being informed by evaluation constitutes an interference of management's work and is not required to ensure process use	-1	-0.79	-2	-1.58*	-1	-0.63
16	Evaluator need not reach decisions with the staff and management about the implications of the analysed information in order to promote process use	0	0.16	-3	-1.88*	1	0.19

(P < .05 ; Asterisk (*) Indicates Significance at P < .01)

Source: Analysis of Survey Data (2011)

Distinguishing Statements for Factor 3

No.	Statement	Factors 1 Rank	Score	2 Rank	Score	3 Rank	Score
24	By helping key stakeholders to avoid attaching their egos to the outcome of the evaluations encourages genuine participation and process use	0	-0.21	-1	-0.55	3	1.71*
11	When stakeholders are provided with a guided journey of discovery that emphasizes the learning process, process use is guaranteed	0	-0.21	-1	-0.18	1	0.56*
3	Brainstorming solutions with participating organizations/individuals increases process use	1	0.84	1	0.79	0	0.04*
15	When friendly, open and frank discussions, while respecting differing opinions and individual sensitivities is encouraged by the evaluator, process use is enhanced	3	1.66	2	1.54	0	-0.12*
23	Involving stakeholders who have an interest and want to know something more about the programme will enhance process use of evaluations	0	0.43	3	1.57	-1	-0.51*
19	The use of pre-departure debriefings on initial findings is as weak as the effect of main evaluation report in influencing process use	-3	-1.87	1	0.17	-1	-0.95*
21	Evaluators without people skills such as building relationships, facilitating groups, managing conflicts and interpersonal communication cannot facilitate process use	1	0.69	0	0.15	-2	-1.14*
14	When findings are presented using theatre, skits or video, evaluation findings are trivialised and therefore loss their value and seriousness	-1	-0.83	-2	-1.18	-3	-1.81

(P < .05 ; Asterisk (*) Indicates Significance at P < .01)

Source: Analysis of Survey Data (2011)

Consensus Statements

No.	Statement	Factors 1 RNK	1 SCORE	2 RNK	2 SCORE	3 RNK	3 SCORE
1*	The evaluator need not consult with stakeholders to describe the evaluation, their willingness to participate and their potential involvement in order to promote process use1	-3	-1.71	-3	-1.79	-2	-1.32
12	Assessing the information needs of stakeholder groups/individuals and gauging their potential/level of commitment will not bring any difference to the use of evaluations	-1	-0.76	-2	-1.26	-1	-0.68
22*	Involving stakeholders and participants in an evaluation process focusing on issues that are relevant for them will increase process use	1	0.68	2	0.92	1	0.63

All Listed Statements are Non-Significant at P>.01, and Those Flagged With an * are also Non-Significant at P>.05.

Source: Analysis of Survey Data (2011)