

# The PEPFAR Local Capacity Initiative Evaluation Measures Organizational Capacity in Uganda

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The Local Capacity Initiative (LCI) strengthened the capacity of civil society organizations (CSOs) to support policy advocacy, with the ultimate goal of improving health services for key populations affected by the HIV epidemic.<sup>1</sup> The United States President's Emergency Plan for AIDS Relief (PEPFAR) funded the initiative from 2013–2018 to help local CSOs create an enabling environment for PEPFAR's objectives.

Under the LCI, the United States Centers for Disease Control and Prevention (CDC) worked in Uganda between 2015 and 2018 to strengthen the policy advocacy capacity of CSOs that worked with men who have sex with men, transgender women, and sex workers and develop the capacity of public health officials to consider gender and sexual diversity issues. MEASURE Evaluation, which is funded by the United States Agency for International Development and PEPFAR, conducted an evaluation of LCI

<sup>1</sup> Key populations include men who have sex with men, sex workers, people who use injectable drugs, and transgender people.



Uganda (referred to hereafter as LCI) between 2017 and 2018.

This brief provides an overview of efforts to measure changes in organizational capacity. Additional briefs summarize the main interventions that LCI Uganda employed to create an enabling environment for policy advocacy,<sup>2</sup> the community scorecard strategy to improve HIV clinical services,<sup>3</sup> methods that the evaluation team used to study the efficacy of LCI’s work and measure change resulting from it,<sup>4</sup> efforts to support key populations in coalition building,<sup>5</sup> and efforts to develop organizational capacity through training and structural interventions.<sup>6</sup>

The LCI evaluation in Uganda used several measures, both established and novel, to assess change in organizational capacity. We used established measures to answer questions related to organization-level assets, skills, artifacts (such as mission and vision statements and budgets), and sustainability. Related issue briefs detail these measures.<sup>4,5</sup> Novel capacity measures assessed competencies across key advocacy activities at the worker level to determine how the LCI intervention may have facilitated professional growth and self-efficacy among CSO workers—the core agents of change. These items are a mix of original measures and survey items adapted from published scales.

One of the most successful frameworks measured task self-efficacy through a baseline and end line survey of individual CSO workers. This measurement framework allowed workers to provide a self-assessment of their abilities and confidence related to specific tasks that were the focus of LCI capacity building. Table 1 details the measures used

in this framework. These task self-efficacy questions were developed by the research team following a comprehensive review of the literature related to policy advocacy and advocacy evaluation. We generated a preliminary list of general policy advocacy tasks and refined it to more closely reflect LCI work based on discussions with consortium leaders and LCI program documents (such as work plans and training workshop agendas).

**Table 1. Task self-efficacy**

How easy or difficult would it be for you to...	...lead a Community Score Card process?	<b>Scale</b> • Very easy • Easy • Difficult • Very difficult • I am unfamiliar with this task
	...lead a dialogue with public officials?	
	...write a shadow budget?	
	...conduct a review of existing policies on a particular issue in order to draft related recommendations?	
	...speak on the radio or television about a policy issue?	
	...participate actively in a decision-making forum such as a government advisory group?	

In addition to task self-efficacy, the evaluation assessed CSO worker perceptions of the support they have in their work (Table 2). This was also assessed at baseline and end line to determine if LCI training and mentorship interventions affected capacity, as measured by these constructs.

**Table 2. Community service organization worker perceptions of support**

I have access to the...	...supplies and equipment I need in order to do my job well.	<b>Scale</b> • Always • Often • Sometimes • Rarely • Never
	...training and information I need in order to do my job well.	
	...support I need from people outside this organization in order to do my job well.	
	...support I need from my co-workers in order to do my job well.	
...support I need from my supervisor in order to do my job well.		
I feel capable of...	...defending my opinions even when someone disagrees with them.	
	...working toward a goal even when it is hard to see results.	
	I understand the viewpoints and experiences of people whose background is different from mine.	
	I can find some way of communicating with the people I encounter as part of my project LCI work.	

<sup>2</sup> Freyder, M., Namisango, E., Taylor, T., Glover, A., & Andrinopoulos, K. (2019). The PEPFAR Local Capacity Initiative Interventions in Uganda. Retrieved from <https://www.measureevaluation.org/resources/publications/fs-19-362>

<sup>3</sup> Freyder, M., Namisango, E., Taylor, T., Glover, A., & Andrinopoulos, K. (2019). The PEPFAR Local Capacity Initiative Supports the Community Scorecard to Improve HIV Services for Key Populations in Uganda. Retrieved from <https://www.measureevaluation.org/resources/publications/fs-19-413>

<sup>4</sup> Freyder, M., Namisango, E., Taylor, T., Glover, A., & Andrinopoulos, K. (2019). The PEPFAR Local Capacity Initiative Methods in Uganda. Retrieved from <https://www.measureevaluation.org/resources/publications/fs-19-411>

<sup>5</sup> Andrinopoulos, K., Namisango, E., Taylor, T., Glover, A., & Freyder, M. (2019). The PEPFAR Local Capacity Initiative Supports a Coalition of Civil Society Organizations Serving Key Populations in Uganda. Retrieved from <https://www.measureevaluation.org/resources/publications/fs-19-412>

<sup>6</sup> Freyder, M., Namisango, E., Taylor, T., Glover, A., & Andrinopoulos, K. (2020). The PEPFAR Local Capacity Initiative Measures of Organizational Capacity in Uganda. Retrieved from <https://www.measureevaluation.org/resources/publications/fs-20-428/>

The LCI evaluation also assessed changes in organizational capacity by asking individual CSO workers at baseline and end line if they thought that their work had made an impact in key results areas. Affiliated measures were adapted from the effectiveness subscale of an organizational effectiveness measure.<sup>7</sup> Table 3 details the items that were used for this framework.

We combined these assessments with questions about individual worker participation in specific LCI training and mentorship interventions on a standardized survey instrument. This allowed evaluators to analyze subgroups and associations between variables.

**Table 3. Perceived impact of work**

As a result of our efforts...	...resources in the community have been allocated in new and better ways.	<b>Scale</b> • Completely true • Somewhat true • Not at all true • Don't know
	...policies that affect our community have improved.	
	...life conditions for members of our community have improved.	
	...we obtained something that we should have had all along.	
	...sex workers have easier access to HIV services.	
	...HIV services provided to sex workers are of a higher quality than before.	
	...men who have sex with men have easier access to services.	
	...HIV services provided to men who have sex with men are of a higher quality than before.	
	...sex workers face less stigma and discrimination.	
	...men who have sex with men face less stigma and discrimination.	
	...people living with HIV face less stigma and discrimination.	
	...we have helped bring about administrative reform in a government agency.	
	...we have helped place someone from a marginalized group in a position of government leadership power.	
	...there have been fewer police arrests of sex workers.	
	...there have been fewer police arrests of men who have sex with men.	
	...there has been increased demand for HIV services by sex workers.	
...there has been increased demand for HIV services by men who have sex with men.		
...there has been increased demand for HIV services by people living with HIV.		
...people living with HIV have easier access to services.		
...HIV services provided to people living with HIV are of a higher quality.		
As a result of using a score card...	...HIV services for sex workers are now available at health facilities.	
	...HIV services for men who have sex with men are now available at health facilities.	
	...district/city division health managers are now aware of required quality of HIV services for sex workers and are making efforts to make these services available.	
	...district/city division health managers are now aware of required quality of HIV services for men who have sex with men and are making efforts to make these services available.	

<sup>7</sup> Allen, S. C. L. (2001). Determining the effectiveness of community organizing in achieving social change (doctoral dissertation). *Dissertation Abstracts International*, 62(12), 4330.

By combining these measures of individual worker capacity with traditional assessments of organizational capacity, the LCI evaluation in Uganda provided an enriched perspective of how LCI affected the capacity of advocacy organizations in this setting. This broader perspective can be applied in other settings to enhance the utility of evaluation results for program improvement. For example, an organizational assessment may reveal that a CSO does not have appropriate budget documents, but an individual-level assessment can help program managers pinpoint the reason these documents are missing, identify relevant interventions to address the issue, and assess workers' capacity to apply budget documents for the benefit of their organization.

