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**World Learning/MSI  
Certificate Program in Project Evaluation**

**Phase II**

**financed by the  
United States Agency for International Development  
Moscow, Russia**

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**Phase II Report**

**June 27, 1997**

Prepared by:

Molly Hageboeck and Richard Blue

Submitted to:

Janet Ballantyne, USAID/Moscow  
Orion Yeandel, USAID/Moscow  
Thomas Kelly, World Learning



600 Water Street, S.W.  
Washington, D.C. 20024  
USA

202/484-7170  
Fax: 202/488-0754

## A. Introduction

This report summarizes the work completed during the second and final phase of the World Learning/MSI Certificate Program in Project Evaluation. The Certificate Program described in this report grew out of the experiences of World Learning's Moscow office, and those of its Russian NGO grantees. Phase I of this program, the academic portion, was fully funded by World Learning from its cooperative agreement. Phase II, which involved an on-site review with participants of the field portion of this program, was financed by the United States Agency for International Development (USAID).

Working together over a five year period, World Learning and its Russian NGO partners identified both the need for periodic project evaluations and the absence of a cadre of Russian nationals with the skills to carry out such evaluations. During 1996, World Learning and its Russian NGO partners developed a concept paper that envisioned a practical course in project evaluation to be taught in Russia, and World Learning moved forward to discuss this concept with the staff of Management Systems International (MSI), a Washington-based consulting firm with extensive experience in project evaluation. These discussions led to a contract with MSI for Phase I of the project evaluation certificate program that World Learning and its Russian partners had envisioned.

Phase I of this program, the academic portion, was carried out between March 5-15, 1997. Twenty-four individuals completed this aspect of the course curriculum, which covered over a thousand pages of slides on topics ranging from the history of evaluation, to the definition of evaluation questions, preparation of evaluation scopes of work, management of the evaluation process, evaluation design, data collection methods, data analysis and evaluation report preparation. The course workbook was produced with Russian and English text on facing pages. At the request of the participants, a 22 page paper was prepared on the subject of project appraisal. This paper was translated into Russian and distributed to all participants. The instructors for the academic portion of the curriculum were Dr. Richard N. Blue and Ms. Molly Hageboeck, who were also engaged for Phase II of this effort. Their bilingual co-trainer was Ms. Lisa Hayden, of the Moscow office of the Institute for International Education (IIE), an organization with which MSI works on a world-wide basis.

A mid-term evaluation of the course was completed by 20 of the 24 participants. Among the findings, 17 of 20 reported that they were confident that they could respond to an evaluation RFP. In addition to completing this course evaluation, the participants from Phase I prepared and jointly signed a letter to USAID/Moscow Mission Director Janet Ballantyne requesting USAID's financial support for the continuation of the course.

Upon completion of the academic portion of the certificate program, participants began work on the practical application aspect of the program. Phase II, the practical aspect of this course required that participants undertake an evaluation of a real project. The projects selected for evaluation were all partnership grant projects which had been funded by World Learning. Eight teams of three participants each were assigned to carry out these evaluations. During the last few days of Phase I, participants completed rough designs for the evaluations they would

undertake in preparation for the classroom portion of Phase II of the program.

Phase II of the certificate program curriculum, which was completed by 22 participants, focused heavily on the review and critique of evaluation products prepared by participants during the eight week interim between classroom sessions. (A list of the participants who completed Phase II of this program is presented in Annex A) The agenda for this classroom session, which lasted from May 12-18, is presented in Annex B. In addition to reviewing participant reports, this session included a discussion of what the participants did and did not like about conducting evaluations, and what they found difficult; presentations and discussions on doing business as an evaluation specialist (Annex C); characteristics of national and multinational evaluation associations around the world and the possibility of forming such an association or group in Russia (Annex D); evaluation standards and norms developed in other countries (Annex E); and individual and group plans for continuing to develop evaluation skills and experience (Annex F).

In addition to hearing again from their core instructors, Dr. Richard Blue and Ms. Molly Hageboeck, the twenty-two participants who returned for this half of the classroom work under the certificate program also benefitted from visits to the workshop by Ms. Emmy Simmons, Director of USAID/Moscow's Program and Project Development Office, who presented her "Rules of Good Evaluation," and two of her staff, Mr. Greg Brock and Mr. Denis Koepanov. Ms. Marina Grigorieva of USAID/Moscow's Democratic Initiatives and Human Resources Office also visited the workshop and answered participant questions. The workshop also received a visit from Mr. Vladimir Katushonok, the Deputy of the Moscow City Duma responsible for Moscow City charitable activities and Ms. Olga Silantiyeva, an Auditor with the Moscow Chamber. These individuals encouraged participants to help them identify individuals who could help the Moscow City Government carry out appraisals of charitable grant proposals and mid-term evaluations of grants once they are active.

During the majority of the classroom sessions that made up Phase II, participants presented their evaluations to the course staff and their classmates on which they received an oral review of their evaluation's strengths and weaknesses. Of the eight teams established, seven completed the evaluations they were assigned during the period between the Phase I program and the classroom portion of Phase II, which was funded by USAID and the Civic Initiative Program of Save the Children, which was carried out between May 12-18, 1997. (A list of the projects evaluated by participant teams is provided in Annex G.)

After reviewing each evaluation report and listening to all of the participant presentations, one of the instructors prepared a comparative review of the strengths and weaknesses of the participant's evaluation products using a "checklist" which participants might use, in the future, to critically review their own work. The results of this analysis of strengths and weaknesses, which were presented to the class as a whole, are provided in Annex H.

In preparing their oral comments and "checklist" review of the evaluation products prepared by participants in this course, the two instructors made no effort to "sugar coat" or soften their critiques. One instructor reviewed products from the perspective of a skeptical consumer -- the client who needed to make decisions based on these evaluations. The other

instructor took the point of view of a senior member of the firm for which the participants worked -- a manager who could not afford to let bad work that would ruin the firm's reputation go out the door to a client. The purpose behind this approach -- and some of the stronger criticisms that came out -- was to prepare participants to compete effectively in a field that is itself highly competitive.

In presenting their overall review of the quality of the evaluations prepared by participants in this course, the course instructors made it clear to the participants that even though they were providing strong critiques, the products the teams had produced were excellent for first time evaluations. Several of the products produced for the course were, in the instructors view, superior to the mid-term evaluations of these projects that had been part of World Learning's files. If participants are able to do a better job of collecting and analyzing factual data on their first try, they will certainly, with practice and additional study, become strong evaluators whose assistance will be sought by foreign donor organizations and firms as well, one would hope, by Russian government organizations and other local entities. To reach this level, additional work will also be needed by all participants on writing clear, concise evaluation reports.

Based on the critiques participants received during Phase II, participants were offered the opportunity to revise their evaluation reports, and one or two teams took advantage of this offer. Copies of the seven evaluations completed by teams of participants are presented, as Annexes I through O, to this report. These evaluations do not have an official status. Rather they are course exercises which may contain some data and insights that the organizations which participants evaluated may find useful.

Two individuals in the program were unable to participate on evaluation teams. In lieu of project evaluations, these individuals are carrying out a synthesis of the seven completed evaluations which focuses on patterns in project design, beneficiaries served, project sustainability, and the U.S. - Russian partnerships these projects established which will be reviewed by the course staff. (A copy of the evaluation synthesis assignment is provided in Annex P.) Once completed, the product(s) of this exercise will be appended to this report as Annex Q. In carrying out this assignments, the two students who used this task to qualify for their certificate successfully used quantitative data based on the evaluations completed by their classmates to support conclusions about patterns in the findings of those evaluations.

A final evaluation of the course was completed by participants on May 18, the final day of the Phase II session. Copies of both the mid-term and final evaluations of the program are provided in Annex R.

## **Annex A**

## World Learning/Human Soul/MSI Evaluation Training Participants List

May 12-18, 1997, Moscow, The Second Working Session

##	Name	Organization	City/Country	Telephone	Fax	E-mail
1	Ekaterina Greshnova	World Learning	Moscow/Russia	(095) 956-5003	(095) 255-9001	wdlearn@glas.apc.org
2	Alexander Borovykh	World Learning	Moscow/Russia	(095) 956-5003	(095) 255-9001	wdlearn@glas.apc.org
3	Yuri Yukin	Chilfren's Museum	St.Peterburg/Russia	(812) 279-1916	(812) 279-1916	yukki@sisters.spb.ru
4	Vladimir Iakimets	Institute of System Analysis	Moscow/Russia	(095) 135-5412		iakim@glas.apc.org
5	Larisa Goncharova	NAN	Moscow/Russia	(095) 126-3475	(095) 310-7076	nan@glas.apc.org
6	Oleg Zykov	NAN	Moscow/Russia	(095) 126-3475	(095) 310-7076	root@mc313.medlux.msk.ru
7	Nodar Khananashvili	NAN	Moscow/Russia	(095) 126-3475	(095) 310-7076	root@mc313.medlux.msk.ru
8	Andei Ilyin	ISAR	Moscow/Russia	(095) 298-3087	(095) 298-3087	clearh@glas.apc.org
9	Alexei Bodungen	CAF	Moscow/Russia	(095) 917-2514	(095) 975-2190	caftacis@glas.apc.org
10	Marina Nikitina	CAF	Moscow/Russia	(095) 917-2514	(095) 975-2190	marina@vega.ru
11	Svetlana Koryukina		Moscow/Russia			marina@vega.ru
12	Elena Galkina	Eurasia Foundation	Moscow/Russia	(095) 956-1235	(095) 956-1239	helen@eurasia.msk.ru
13	Maria Zaks	Eurasia Foundation	Moscow/Russia	(095) 956-1235	(095) 956-1239	mzaks@eurasia.msk.ru
14	Ludmila Kabanova	Bureau Oven	Moscow/Russia		(095) 958-5455	
15	Elena Belyaeva	Sluzhenie	N.Novgorod/Russia	(8312) 337-227	(8312) 317-803	sluz@vozm.kis.nnov.su, assinov@glas.apc.org
16	Elena Zhemkova	Memorial	Moscow/Russia		(095) 975-2094	meminf@glasnet.ru
17	Vera Demicheva	Raduga	Moscow/Russia		(095) 956-1239	dyomka@extranet.ru
18	Ilya Kostenchuk	PCC	Moscow/Russia	(095) 240-6253	(095) 240-9298	pccmos@glas.apc.org
19	Vladimir Bushuev	Moscow Duma	Moscow/Russia	(095) 231-8707	(095) 921-9202	
20	Oleg Kazakov	CIP/Links	Moscow/Russia	(095) 958-2172	(095) 958-5130	okazakov@cip.glas.apc.org
21	William Drapushko	Soprichastnost	Moscow/Russia	(095) 972-1798	(095) 972-1798	soprich@glas.apc.org
22	Elena Belonogova	Marshak Foundation	Moscow/Russia	(095) 312-4346		

## **Annex B**

## Session Objectives

By the end of this session, participants will have:

A good sense of where opportunities for improving their skills in designing, conducting and reporting on evaluations lie.

Certificates that signify their completion of this course.

Clear plans -- individually and collectively for:

- Improving their skills as buyers, suppliers and users of program and project evaluations.
- Expanding their knowledge of evaluation methods and techniques, and how to use them appropriately
- Broadening their network of contacts with individuals and organizations, in Russia and between Russia and other countries, that share an interest in evaluation, and in staying alert to new developments in the field.

## AGENDA

### Tuesday, May 13

Day 1	9:30 a.m.	Welcome back.
	9:45 a.m.	Objectives for the Session
	10:00 a.m.	Sorting Out Individual and Collective Tasks
	10:20 a.m.	Hard & Easy Exercise
	10:45 a.m.	Break
	11:15 a.m.	Hard and Easy Discussion
	1:00 p.m.	Lunch
	2:00 p.m.	Group Presentation & Discussion - ISAR/SEU
	3:30 p.m.	Break
	4:00 p.m.	Group Presentation & Discussion - McGee
	5:30 p.m.	Strengths and Weaknesses

### Wednesday, May 14

Day 2	9:30 a.m.	Evaluation, Inc.
	10:30 a.m.	Break
	11:00 a.m.	Evaluation, Inc. (continued)
	12:45 p.m.	Lunch
	2:00 p.m.	Group Presentation & Discussion - Heart to Heart
	3:30 p.m.	Break
	4:00 p.m.	Group Presentation & Discussion - Opportunity International
	5:30 p.m.	Strengths and Weaknesses (continued)

### **Thursday, May 15**

Day 3      9:30 a.m.      Evaluation Associations and What They Do in Other Countries  
             10:30 a.m.      Break  
             11:00 a.m.      An Association as One Option for Creating an Evaluation  
                                 Collegium and Forum in Russia  
             1:00 p.m.      Lunch  
             2:00 p.m.      Group Presentation & Discussion - YMCA  
             3:30 p.m.      Break  
             4:00 p.m.      Group Presentaion & Discussion - Compassion  
             5:30 p.m.      Strengths and Weaknesses (continued)

### **Friday, May 16**

Day 4      9:30 a.m.      Evaluation Norms -- Examples: Guidelines and Standards  
             10:30 a.m.      Break  
             11:00 a.m.      Establishing Standards for Russia -- Key Issues  
             1:00 p.m.      Lunch  
             2:00 p.m.      Group Presentation - Health and Environment Foundation  
             3:30 p.m.      Break  
             4:00 p.m.      Group Presentation & Discussion -- Salus  
             5:30 p.m.      Strengths and Weaknesses (continued)

### **Saturday, May 17**

Day 5      9:30 a.m.      Building on Strengths and Eliminating Weaknesses  
             10:30 a.m.      Break  
             11:00 a.m.      Individual Plans for Becoming Great Evaluators  
             1:00 p.m.      Lunch  
             2:00 p.m.      Collective Action: Creating an Association or Network of  
                                 Russian Evaluators: Structure, By-Laws, Membership, etc.  
                                 3:30 p.m.      Other Forms of Collective Action -- Market Development, Etc.  
             5:30 p.m.      Collective Plan for Growing Russia's Evaluation Capacity

### **Sunday, May 18**

Day 6      9:30 a.m.      Open Fourm -- Loose Ends and Unanswered Questions  
             11:00 a.m.      Break  
             11:30 a.m.      Review of Course Objectives and Accomplishments  
             12:15 a.m.      Course Evaluation  
             1:00 p.m.      Lunch  
             2:00 p.m.      Presentation of Certificates  
             2:30 p.m.      Time for Scheduling Individual or Team Meetings with Dr.  
                                 Blue  
             3:30 p.m.      Farwell Party

## **Annex C**

# Evaluation, Inc.

## The Business Side of Evaluation

It takes more than evaluation skills to succeed as an evaluator. You must also understand how to win evaluation assignments and contracts.

### A. Who Buys Evaluation Skills?

In most countries, there are three main “buyers” of evaluation skills:

- **Governments** -- this includes not only national governments but also local government. It also includes foreign donors, both on a national and multinational basis. Many of these organizations have internal requirements that force them to seek external evaluations of their programs and projects.
- **Foundations** -- this includes foundations based in a country as well as foundations from other countries that are carrying out projects and programs outside their country of origin.
- **Organizations that are in the business of selling evaluation skills** -- this includes both local organizations (firms, non-profits, universities, etc.) as well as organizations from other countries. Organizations that “sell” evaluations are constantly scanning the horizon for new talent to market. Normally they search for individuals, but many such organizations are also willing to enter into arrangements with smaller organizations who will work with them as sub-contractors or sub-grantees.

### B. Packaging Your Evaluation Skills

Generally speaking, there are two ways to enter the evaluation business:

- **As an individual** -- in which case you are selling only your own skills and experience at some “daily rate.” People who enter the evaluation business as individuals often start this way because:
  - their commitment -- or availability -- is limited, i.e., they have another source of employment that takes up most of their time, or they have not decided for sure whether they want to be in this business over the long term;
  - they have not found a firm to which they want to attach themselves, or they simply prefer working alone -- they do not what the

responsibility of starting and running a firm -- either by themselves or with several partners, or

- they have not yet amassed the capital or experience needed to start a firm or non-profit organization in this field.

**An individual packages his/her skills primarily in the form of a resume.** A business card is a secondary form of packaging, but it is not a necessity.

- **As an organization** (a firm or non-profit organization) -- in which case you are selling not only your skills -- but also the skills of other individuals you represent -- and whatever can be defined as the collective experience and skills of the organization you have created. People who start firms or non-profit organizations -- alone or with several partners -- often do so because:

- They see advantages, e.g., tax advantages, competitive advantages, the possibility of profit, etc., in operating as an organization which they do not believe are available to individuals.
- They prefer working with other people to working alone, or they see themselves and their partners as having complimentary skills. The organizational unit they can form will be stronger than any of the individuals in it.
- They see a strong potential for growth and feel that they can generate more business than they can do by themselves.

**Organizations package their skills in several ways:**

- **An organizational identity: a name, a logo, an address,** and anything that is needed to denote their official status (e.g., in the U.S. a non-profit organization seeks tax exempt status (501c3) when it performs charitable work.) -- **on letterhead and on business cards** carried by those who work for the organization either in a full time or part-time capacity and have opportunities to market the organization's services.
- A written summary of the organization's purpose, philosophy and experience, i.e., **a brochure.**
- **Resumes** of individuals who are available through the organization. (These are usually made available only after initial conversations about involving the organization in some activity.)

## C. Marketing Your Evaluation Skills

Marketing is advertising. What it involves is whatever it takes to make your availability, skills and experience known to potential buyers of those skills. Marketing is also research. It means that you must use every opportunity -- every contact -- to learn whatever can be learned about when and how potential clients buy evaluations services.

### ■ Making Your Availability Known

This involves approaching potential clients --- governments, foundations and other organizations. Potential clients can be approached through the mail, by telephone, or in person. Contacts within these organizations are often sequential. You meet one person and **try to learn from that person who in their organization is closest to the action when it comes to buying evaluation services.** Until you reach the right person(s) -- your resume or brochure may simply gather dust.

When you do locate the right person, you need to provide them with more than just your summary of your (or your organization's) skills and experience. You need to **give them a good reason for hiring you rather than some other individual or organization.** There are lots of reasons --- you are cheaper than others, you have a unique capacity, you are already knowledgeable about their work -- find one that is both true and compelling and keep repeating it in every communication. Never lie or promise something you cannot produce.

### ■ Market Research

Advertising yourself is only half the job. You should learn something you do not know from every contact with a potential client.

-- How do they choose providers of evaluation services?

The answer may be through competitive bids on a piece of work, or it may be based simply on interviews and a review of resumes and references.  
*When you learn which -- ask the next question?*

-- How do they let potential providers know when they need assistance?

Some advertise opportunities to bid in newspapers or over the Internet. Others keep lists of potential bidders and announce only to those on the list. *When you learn which -- ask the next question?*

-- How do I get on your bidders list, or how do I access your announcements?

Some notify everyone who has expressed an interest. Others pre-screen

such lists -- through reference checks, or by asking everyone to summarize their qualifications for a particular evaluation. Others simply tell you their website, e.g., www.gov.usaid. *When you know that answer -- ask the next question?*

- Do you have any evaluations coming up in the foreseeable future for which I (or my organization) might be particularly well suited?

Sometimes you get nothing. Sometimes you get a useful answer, e.g., "Well we do expect to evaluate our health care projects in Russia sometime this year." *That's not very specific -- but it gives you something to start researching further. Where can you find a list or summary of their health projects? What kinds of people might you need to win these contracts -- and what can you do to line them up early?*

#### **D. Winning the Job**

Almost all government entities and foundations ask for a proposal. Almost everybody asks for proposals from more than one individual or organization. **Expect to compete for the evaluation jobs you get.**

When you market yourself as an individual, you will be asked for your resume and about what it will cost to hire you. You may also be asked questions about how you would carry out the work. If you are dealing directly with a government entity or a foundation, you may also be asked to supply a list of reference. If you are talking with a firm about a job it is bidding on, you may be asked to help prepare their proposal.

When you market yourself as a firm or non-profit, you will often be asked to submit a formal written proposal in response to a Requests for Proposals (RFPs) issued by your potential client.

Formal RFPs often ask you for two separate responses: a technical proposal and a business proposal. Some organizations that buy evaluation services ask you to put these two responses in different envelopes. They do not necessarily want the people who read technical proposals to have cost information. Some organizations only consider costs after they have decided which technical proposals meet their basic qualifications.

##### **■ Technical Proposals**

In one way or another, most requests for a technical proposal ask about:

- Your understanding of the task and approach to carrying it out. (An RFP usually contains a Scope of Work to which your proposal must respond.)
- The people who will do the work if you win -- their resumes.

- Your organization's experience in carrying out this kind of work, including a list of references who know the organization's past work.

Most organizations tell you in the RFP how to organize your technical proposal (e.g., how many pages, in what sections, single space or double, etc.) Many RFPs also say how they will score your technical proposal (e.g., technical approach = 40; personnel = 30, and organizational experience = 30.) Follow these guidelines exactly and divide the pages and your proposal effort according to how things will be scored!

## ■ **Business Proposals**

The first one is the worst one! Neither individuals nor organizations are very good at putting business proposals together the first few times -- they simply don't have enough information or practice.

Business proposals can be submitted in different ways -- depending upon the specific contract and client.

Some jobs -- usually small ones -- can be bid on a "fixed price" basis. This is the way organizations buy "things" (e.g., chairs, etc.), but some organizations will also buy "reports" in the same way. When your bid is a "fixed price" bid, you do not have to provide all of the details about the number of hours people will spend, their daily pay rates, etc. You need to estimate those costs, but your proposal simply gives the price of the "report" you promise to produce. If you produce it in fewer days than expected, you make money. If it takes longer than expected, you lose money. The buyer doesn't give you more -- the buyer agreed to a "fixed price" for the product.

In bidding on "cost plus fixed fee" (CPFF) contracts you have to submit a lot of detailed information on costs that are not usually required in a "fixed price" arrangement. But don't get the idea that any set of costs will be reimbursed -- CPFF really means "fixed costs and fixed fee." This is the standard approach to large contracts for services.

CPFF business proposals must cover several basic issues: direct costs -- labor and other things, and indirect costs. Firms and non-profits have to make all of these costs explicit. Individuals are only asked to make the direct costs they are proposing explicit. The "fiction" is that individuals do not incur indirect costs in the way that organizations do.

### -- **Direct costs**

Direct costs are normally separated into two parts: "labor" and "other direct costs."

**1. Labor**

Labor is displayed in a cost proposal as:

Individual x rate x days proposed.

Individual	Rate	Number of Days	Total
Smith	\$400	10	\$4,000
Jones	\$600	6	<u>2,400</u>
			\$6,400

**2. Other Direct Costs**

These are simply listed and priced, e.g.:

2 RT to Kiev @ \$350.....	\$ 700
Per diem (Kiev) @ \$150/day for 10 days.....	\$1,500
Local transportation in Kiev.....	\$ 100
Communications.....	\$ 200
Computer rental.....	\$ 150
Report Prep (xerox, etc. for 10 copies).....	\$ <u>300</u>
	\$ 2,950

-- **Indirect Costs**

This is where costing becomes difficult for novices.

**G&A** (general and administrative) These are your yearly costs for rent, electricity, bookkeeping services, taxes, etc. -- added up and then pro rated against a particular job. The problem for novices is that they don't know what their annual costs will be -- and they must guess, but their guesses must be reasonable (believable) and they may be subject to an audit.

**Overhead.** Different buyers allow different definitions, but almost always you will find that proposal preparation and other business getting activities are considered to be overhead. Here again annual costs must be estimated and pro rated against a particular job. Novices have a hard time making these estimates and audits are always a possibility. [This is why firms keep good time records. At the end of a year you must be able to determine how much staff time was spent on overhead work, on G&A, and on "billable" jobs.]

**Fee (Profit)** For-profit firms also charge a percentage of the cost of a job

as their fee. Most buyers of services have a fee range they will accept, e.g., 5%-7%.

■ **The Process: Bid - Negotiate - Sign**

Your proposal is never the end of the story. Even if a potential client organization wants to hire you, it is likely to want to negotiate with you before signing an contract. It may not like everything about your technical proposal. You might, for example, be asked to propose alternative team members, or to provide answers to questions about your approach. On the cost side, the buyer may not want to cover all of the costs you propose. It may think you have budgeted too many days in the field, or be unwilling to pay for computer rentals. More likely however, are negotiations about your indirect costs -- your G&A, your overhead and your proposed fee. Such negotiations can take a long time -- particularly for new organizations that cannot support their indirect costs with proof of what indirect costs they have incurred in past years. [Most firms pay for outside auditors to examine their records every year and provide them with reports that formally establish their G&A and overhead rates.] This costs money (more G&A) but it also saves time during negotiations.

Read before you sign! You may be tired when you finish negotiating, but read every word. There still may be some clause in the contract that gives you a problem -- and becomes a negotiating point that you want resolved before you and the client finally sign a contract.

## **Annex D**

## Purposes and Operations of an Evaluation Association

At the present time, there are five major evaluation associations in operation, world-wide:

- o The American Evaluation Association
- o The Canadian Evaluation Society
- o The European Evaluation Society
- o The Australasian Evaluation Society
- o The Central-American Evaluation Association

These are simple organizations. Their primary purpose is to link together individuals from many different types of organizations -- universities, non-profit organizations, government, and private for-profit firms -- who share a common interest in the subject, and methods, of program and project evaluation.

By and large, these associations or societies run on volunteer labor. Association officers are voted upon annual in the American AEA. Because they serve for free, most members are happy to be an officer for one year, and then let someone else take over.

All members have the right to nominate and vote upon officers. Membership involves completing a simple form and paying a fee each year. Individuals can join as members. So can organizations. Membership entitles people to receive all of the organizations mailings, e.g., a list of members, any newsletter or journal the association publishes, and officer nomination and voting forms.

The benefits of the association to members are:

- o The list of other membrs
- o The newsletter they receive
- o The Annual Conference where they meet old and new colleagues and hear discussions and lectures on topics that interest them.

All members receive an invitation to the association's Annual Conference. There is a separate fee for attending the conference, and individuals who attend must also pay for their hotel rooms and food. The Annual Conference of an evaluation association usually has a theme, chosen by that year's President.

The substantive part of the conference is organized by a program committee, which puts out a call for papers on the general topic that has been selected. People who respond to this call may propose to simply present a paper, or they might want to organize a whole panel discussion. The program committee reviews all proposals, makes decisions about which to accept and prepares a conference schedule. The conference ususally lasts for a few days, e.g., in the U.S. it is usually a period that runs from Wednesday evening, throuh Thursday, Friday and Saturday

morning. When an association is just getting started there may be only one set of sessions, lasting perhaps a day and a half. As it grows, there may be simultaneous sessions, spread over more days. Currently an annual meeting of the U.S. association offers about 5 or 6 choices of sessions during every time slot of the conference -- but this is after about 20 years. Logistical arrangements for the conference, e.g., booking a site and sending out reservation forms, are made by the organization's secretary, who is also a volunteer.

In 1995, the five evaluation associations/societies that exist around the world met jointly for the 1st time at an Annual Conference in Vancouver, Canada.

Generally speaking, evaluation associations and societies do not have any other functions. The cost of running them is minimal. Fee payments and expenses are recorded using simple systems and an annual financial report is prepared for the President and for accountability purposes.

**Annex E**

## Guiding Principles for Evaluators

A Report from the AEA Task Force on Guiding Principles for Evaluators  
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### Members of the Task Force

Dianna Newman, University of Albany/SUNY  
Mary Ann Scheirer, Private Practice  
William Shadish, Memphis State University (Chair)  
Chris Wye, National Academy of Public Administration

## I. Introduction

A. Background: In 1986, the Evaluation Network (ENet) and the Evaluation Research Society (ERS) merged to create the American Evaluation Association. ERS had previously adopted a set of standards for program evaluation (published in *New Directions for Program Evaluation* in 1982); and both organizations had lent support to work of other organizations about evaluation guidelines. However, none of these standards or guidelines were officially adopted by AEA, nor were any other ethics, standards, or guiding principles put into place. Over the ensuing years, the need for such guiding principles has been discussed by both the AEA Board and the AEA membership. Under the presidency of David Cordray in 1992, the AEA Board appointed a temporary committee chaired by Peter Rossi to examine whether AEA should address this matter in more detail. That committee issued a report to the AEA Board on November 4, 1992, recommending that AEA should pursue this matter further. The Board followed that recommendation, and on that date created a Task Force to develop a draft of guiding principles for evaluators. The AEA Board specifically instructed the Task Force to develop general guiding principles, rather than specific standards of practice. This report summarizes the Task Forces response to the charge.

B. Process: Task Force members reviewed relevant documents from other professional societies, and then independently prepared and circulated drafts of material for use in this report. Initial and subsequent drafts (compiled by the Task Force chair) were discussed during conference calls, with revisions occurring after each call. Progress reports were presented at every AEA board meeting during 1993. In addition, a draft of the guidelines was mailed to all AEA members in September 1993 requesting feedback; and three symposia at the 1993 AEA annual conference were used to discuss and obtain further feedback. The Task Force considered all this feedback in a December 1993 conference call, and prepared a final draft in January 1994. This draft was presented and approved for membership vote at the January 1994. This draft was presented and approved for membership vote at the January 1994 AEA board meeting.

C. Resulting Principles: Given the diversity of interests and employment settings represented on the Task Force, it is noteworthy that Task Force members reached substantial agreement about the following five principles. The order of these principles does not imply priority among them; priority will vary by situation and evaluator role.

1. Systematic Inquiry: Evaluators conduct systematic, data-based inquiries about whatever is being evaluated.
2. Competence: Evaluators provide competent performance to stakeholders.
3. Integrity/Honesty: Evaluators ensure the honest and integrity of the entire evaluation process.
4. Respect for People: Evaluators respect the security, dignity and self-worth of the respondents, program participants, clients, and other stakeholders with whom they interact.
5. Responsibilities for General and Public Welfare: Evaluators articulate and take into account the diversity of interests and values that may be related to the general and public welfare.

These five principles are elaborated in Section III of this document.

D. Recommendation for Continued Work: The Task Force also recommends that the AEA Board establish and support a mechanism for the continued development and dissemination of these Guiding Principles.

## **II. Preface: Assumptions Concerning Development of Principles**

A. Evaluation is a profession composed of persons with varying interests, potentially encompassing but not limited to the evaluation of programs, products, personnel, policy, performance, proposals, technology, research, theory, and even of evaluation itself. These principles are broadly intended to cover all kinds of evaluation.

B. Based on differences in training, experience, and work settings, the profession of evaluation encompasses diverse perceptions about the primary purpose of evaluation. These include but are not limited to the following: bettering products, personnel, programs, organizations, governments, consumers and the public interest; contributing to informed decision making and more enlightened change; precipitating needed change; empowering all stakeholders by collecting data from them and engaging them in the evaluation process; and experiencing the excitement of new insights. Despite that diversity, the common ground is that evaluators aspire to construct and provide the best possible information that might bear on the value of whatever is being evaluated. The principles are intended to foster that primary aim.

C. The intention of the Task Force was to articulate a set of principles that should guide the professional practice of evaluators, and that should inform evaluation clients and the general public about the principles they can expect to be upheld by professional evaluators. Of course, no statement of principles can anticipate all situations that arise in the practice of evaluation. However, principles are not just guidelines for reaction when something goes wrong or when a dilemma is found. Rather, principles should proactively guide the behaviors of professionals in everyday practice.

D. The purpose of documenting guiding principles is to foster continuing development of the profession of evaluation, and the socialization of its members. The principles are meant to stimulate discussion and to provide a language of dialogue about the proper practice and application

of evaluation among members of the profession, sponsors of evaluation, and others interested in evaluation.

E. The five principles proposed in this document are not independent, but overlap in many ways. Conversely, sometimes these principles will conflict, so that evaluators will have to choose among them. At such times evaluators must use their own values and knowledge of the setting to determine the appropriate response. Whenever a course of action is unclear, evaluators should solicit the advice of fellow evaluators about how to resolve the problem before deciding how to proceed.

F. These principles are intended to replace any previous work on standards, principles, or ethics adopted by ERS or ENet, the two predecessor organizations to AEA. These principles are the official position of AEA on these matters.

G. Each principle is illustrated by a number of statements to amplify the meaning of the overarching principle, and to provide guidance for its application. These statements are illustrations. They are not meant to include all possible applications of that principle, nor to be viewed as rules that provide the basis for sanctioning violators.

H. The principles are not intended to be or to replace standards supported by evaluators or by the other disciplines in which evaluators participate. Specifically, AEA supports the effort to develop standards for educational evaluation by the Joint Committee on Standards for Educational Evaluation, of which AEA is a cosponsor.

I. These principles were developed in the context of western cultures, particularly the United States, and so may reflect the experiences of that context. The relevance of these principles may vary across other cultures, and across subcultures within the United States.

J. These principles are part of an evolving process of self-examination by the profession, and should be revisited on a regular basis. Mechanisms might include officially-sponsored reviews of principles at annual meetings, and other forums for harvesting experience with the principles and their application. On a regular basis, but at least every five years from the date they initially take effect, these principles ought to be examined for possible review and revision. In order to maintain association-wide awareness and relevance, all AEA members are encouraged to participate in this process.

### **III. The Principles**

A. Systematic Inquiry: Evaluators conduct systematic, data-based inquiries about whatever is being evaluated.

1. Evaluators should adhere to the highest appropriate technical standards in conducting their work, whether that work is quantitative or qualitative in nature, so as to increase the accuracy and credibility of the evaluative information they produce.

2. Evaluators should explore with the client the shortcomings and strengths both of the various evaluation questions it might be productive to ask, and the various approaches that might be used for answering those questions.

3. When presenting their work, evaluators should communicate their methods and approaches accurately and in sufficient detail to allow others to understand, interpret and critique their work. They should make clear the limitations of an evaluation and its results. Evaluators should discuss in a contextually appropriate way those values, assumptions, theories, methods, results, and analyses that significantly affect the interpretation of the evaluative findings. These statements apply to all aspects of the evaluation, from its initial conceptualization to the eventual use of findings.

B. Competence: Evaluators provide competent performance to stakeholders.

1. Evaluators should possess (or, here and elsewhere as appropriate, ensure that the evaluation team possesses) the education, abilities, skills and experience appropriate to undertake the tasks proposed in the evaluation.

2. Evaluators should practice within the limits of their professional training and competence, and should decline to conduct evaluations that fall substantially outside those limits. When declining the commission or request is not feasible or appropriate, evaluators should make clear any significant limitations on the evaluation that might result. Evaluators should make every effort to gain the competence directly or through the assistance of others who possess the required expertise.

3. Evaluators should continually seek to maintain and improve their competencies, in order to provide the highest level of performance in their evaluations. This continuing professional development might include formal coursework and workshops, self-study, evaluations of one's own practice, and working with other evaluators to learn from their skills and expertise.

C. Integrity/Honesty: Evaluators ensure the honesty and integrity of the entire evaluation process.

1. Evaluators should negotiate honestly with clients and relevant stakeholders concerning the costs, tasks to be undertaken, limitations of methodology, scope of results likely to be obtained, and uses of data resulting from a specific evaluation. It is primarily the evaluator's responsibility to initiate discussion and clarification of these matters, not the client's.

2. Evaluators should record all changes made in the originally negotiated project plans, and the reasons why the changes were made. If those changes would significantly affect the scope and likely results of the evaluation, the evaluator should inform the client and other important stakeholders in a timely fashion (barring good reason to the contrary, before proceeding with further work) of the changes and their likely impact.

3. Evaluators should seek to determine, and where appropriate be explicit about, their own, their clients', and other stakeholders' interests concerning the conduct and outcomes of an evaluation (including financial, political and career interests).

4. Evaluators should disclose any roles or relationships they have concerning whatever is being evaluated that might pose a significant conflict of interest with their role as an evaluator. Any such conflict should be mentioned in reports of the evaluation results.

5. Evaluators should not misrepresent their procedures, data or findings. Within reasonable limits, they should attempt to prevent or correct any substantial misuses of their work by others.

6. If evaluators determine that certain procedures or activities seem likely to produce misleading evaluative information or conclusions, they have the responsibility to communicate their concerns, and the reasons for them, to the client (the one who funds or requests the evaluation). If discussions with the client do not resolve these concerns, so that a misleading evaluation is then implemented, the evaluator may legitimately decline to conduct the evaluation if that is feasible and appropriate. If not, the evaluator should consult colleagues or relevant stakeholders about other proper ways to proceed (options might include, but are not limited to, discussions at a higher level, a dissenting cover letter or appendix, or refusal to sign the final document).

7. Barring compelling reason to the contrary, evaluators should disclose all sources of financial support for an evaluation, and the source of the request for the evaluation.

D. Respect for People: Evaluators respect the security, dignity and self-worth of the respondents, program participants, clients, and other stakeholders with whom they interact.

1. Where applicable, evaluators must abide by current professional ethics and standards regarding risks, harms, and burdens that might be engendered to those participating in the evaluation; regarding informed consent for participation in evaluation; and regarding informing participants about the scope and limits of confidentiality. Examples of such standards include federal regulations about protection of human subjects, or the ethical principles of such associations as the American Anthropological Association, the American Educational Research Association, or the American Psychological Association. Although this principle is not intended to extend the applicability of such ethics and standards beyond their current scope, evaluators should abide by them where it is feasible and desirable to do so.

2. Because justified negative or critical conclusions from an evaluation must be explicitly stated, evaluations sometimes produce results that harm client or stakeholder interests. Under this circumstance, evaluators should seek to maximize the benefits and reduce any unnecessary harms that might occur, provided this will not compromise the integrity of the evaluation findings. Evaluators should carefully judge when the benefits from doing the evaluation or in performing certain evaluation procedures should be foregone

because of the risks or harms. Where possible, these issues should be anticipated during the negotiation of the evaluation.

3. Knowing that evaluations often will negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its results in a way that clearly respects the stakeholders' dignity and self-worth.

4. Where feasible, evaluators should attempt to foster the social equity of the evaluation, so that those who give to the evaluation can receive some benefits in return. For example, evaluators should seek to ensure that those who bear the burdens of contributing data and incurring any risks are doing so willingly, and that they have full knowledge of, and maximum feasible opportunity to obtain any benefits that may be produced from the evaluation. When it would not endanger the integrity of the evaluation, respondents or program participants should be informed if and how they can receive services to which they are otherwise entitled without participating in the evaluation.

5. Evaluators have the responsibility to identify and respect differences among participants, such as differences in their culture, religion, gender, disability, age, sexual orientation and ethnicity, and to be mindful of potential implications of these differences when planning, conducting, analyzing, and reporting their evaluations.

E. Responsibilities for General and Public Welfare: Evaluators articulate and take into account the diversity of interests and values that may be related to the general and public welfare.

1. When planning and reporting evaluations, evaluators should consider including important perspectives and interests of the full range of stakeholders in the object being evaluated. Evaluators should carefully consider the justification when omitting important value perspectives or the views of important groups.

2. Evaluators should consider not only the immediate operations and outcomes of whatever is being evaluated, but also the broad assumptions, implications and potential side effects of it.

3. Freedom of information is essential in a democracy. Hence, barring compelling reason to the contrary, evaluators should allow all relevant stakeholders to have access to evaluative information, and should actively disseminate that information to stakeholders if resources allow. If different evaluation results are communicated in forms that are tailored to the interests of different stakeholders, those communications should ensure that each stakeholder group is aware of the existence of the other communications. Communications that are tailored to a given stakeholder should always include all important results that may bear on interests of that stakeholder. In all cases, evaluators should strive to present results as clearly and simply as accuracy allows so that clients and other stakeholders can easily understand the evaluation process and results.

4. Evaluators should maintain a balance between client needs and other needs. Evaluators necessarily have a special relationship with the client who funds or requests the

evaluation. By virtue of that relationship, evaluators must strive to meet legitimate client needs whenever it is feasible and appropriate to do so. However, that relationship can also place evaluators in difficult dilemmas when client interests conflict with other interests, or when client interests conflict with the obligation of evaluators for systematic inquiry, competence, integrity, and respect for people. In these cases, evaluators should explicitly identify and discuss the conflicts with the client and relevant stakeholders, resolve them when possible, determine whether continued work on the evaluation is advisable if the conflicts cannot be resolved, and make clear any significant limitations on the evaluation that might result if the conflict is not resolved.

5. Evaluators have obligations that encompass the public interest and good. These obligations are especially important when evaluators are supported by publicly generated funds; but clear threats to the public good should never be ignored in any evaluation. Because the public interest and good are rarely the same as the interests of any particular group (including those of the client or funding agency), evaluators will usually have to go beyond an analysis of particular stakeholder interests when considering the welfare of society as a whole.

**AMERICAN EVALUATION ASSOCIATION**  
**BY-LAWS**  
(Revised December 1992)

**ARTICLE I: NAME**

The name of this corporation is the American Evaluation Association, hereafter referred to as the Association.

**ARTICLE II: PURPOSES**

Section 1. Purposes. The purposes of this Association are to:

(a) Promote scientific and educational purposes, as those terms are used in Section 501(c)(3) of the Internal Revenue Service Code, in connection with the science and practice of evaluation in both the public and private sectors of society.

(b) Improve evaluation theory, practice and methods; increase evaluation use; promote evaluation as a profession; and support the contribution of evaluation to the generation of theory and knowledge about effective human action.

(c) Engage in a diversity of activities and enter into, perform, and carry out contracts of any kind necessary or convenient to, or incidental to, the accomplishment of any one or more of the nonprofit purposes of the Association.

Section 2. Non-Profit Character. The Association is a not for profit organization organized exclusively for charitable and educational purposes. No Board member, officer, agent or employee shall at any time receive or be entitled to receive any compensation or pecuniary profit from the operation of the Association or upon its liquidation or dissolution, except for reasonable compensation for services actually rendered to the Association in effecting one or more of its objectives or purposes, or as a director or indirect beneficiary of its said non-profit purposes.

Section 3. Grants and Gifts. The Association, through the Board of Directors, may accept gifts and grants of a general nature or for specific purposes; however, such acceptance shall be free of any restriction that would either limit the Association in carrying out its functions and objectives or cause the Association to lose its tax-exempt status.

**ARTICLE III: MEMBERSHIP**

Section 1. Eligibility. Any individuals interested in the purposes of the Association shall be eligible for membership. Members are defined as those who have completed an application form, received acknowledgment of membership from the Association, and paid the currently stipulated membership dues.

Section 2. Application for Membership. An individual desiring to join this Association may ask for consideration by making a written application to the Secretary-Treasurer, including the appropriate fee. Should the Secretary-Treasurer, for any reason reject an application for membership, that applicant shall have the right to appeal to the Board of Directors by means of a written statement.

Section 3. Resignation. Any member may resign by submitting a written resignation either at a meeting of the Board, or by mailing the resignation to the Secretary-Treasurer, and thereupon such resignation shall become effective forthwith without need of any acceptance, unless otherwise specified therein.

Section 4. Rights. All members shall have the right to vote for officers and on other official matters of the Association defined in the by-Laws, to hold office if duly elected, to receive all notifications pertaining to the official business of the Association and to receive membership publications.

Section 5. Dues. The annual membership dues and assessments shall be determined by the Board of Directors.

#### **ARTICLE IV: ANNUAL MEETING**

Section 1. Place and Time. Annual meetings of the membership shall be held at a time and place designated by the Board of Directors. At least one annual business meeting shall be held within each calendar year, but not later than December 20.

Section 2. Notice of Meetings. At least thirty (30) days in advance thereof the Association shall notify each member of the annual meeting.

Section 3. Annual Meeting Format. The annual meeting shall be a professional and business meeting. The business meeting activities shall include but are not limited to: A report of the status of the Association by the President, a financial report by the Secretary-Treasurer, status reports from committees, and items of new business invited from the floor.

Section 4. Quorum. Those members present at the business meetings of the membership shall constitute the quorum.

Section 5. Voting. Each member present shall have one vote in business meetings. Only advisory votes shall be permitted on any business raised at the Annual Meeting. Should any proposal be made that would be binding in any way on the Association, an advisory vote shall be taken and the results forwarded to the Board of Directors for further action.

## ARTICLE V: GOVERNANCE STRUCTURE

Section 1. Board of Directors. The business of the Association shall be governed by a 16 member Board of Directors, the Officers of the Association, nine of whom are elected by the membership and seven appointed by the elected members. All officers of the Association must be members in good standing. The nine elected members shall include six at-large members, as well as the President, President-elect, and the immediate Past President. These nine, plus the appointed Secretary-Treasurer, shall constitute the voting members of the Board, each having one vote. The other six appointed members are ex-officio, non-voting members as follows: the Annual Meeting Conference Chair; the Topical Interest Group Coordinator; the Membership Services Coordinator; the Membership Recruitment and Retention Coordinator; the editor of *EVALUATION PRACTICE*; and the editor of *NEW DIRECTIONS FOR PROGRAM EVALUATION*.

Section 2. Governing Powers and Duties. The Board of Directors shall have all the powers and duties necessary or appropriate for the administration of the affairs of this Association and may perform all such acts and things as are not directed to be exercised and done by members by law, by the Articles of Incorporation, or by these By-Laws.

The duties of the Board of Directors shall include:

(a) Approving a budget for each year, authorizing expenditures, and coordinating all necessary business between annual meetings.

(b) Establishing and overseeing the operation of Standing and Special Committees of the Association.

(c) Establishing procedures for awards or other recognition of outstanding contributions made to the field of evaluation.

(d) Authorizing any matters to be submitted to a vote of the general membership of the Association including election of Board members and the President-elect. The Board shall receive and consider petitions from the membership for matters to be submitted to a vote of the general membership of the Association; any such petition signed by the lesser of five percent of the most recently published membership directory or 100 members makes submission of the issue to the membership mandatory upon the Board.

(e) Authorizing the formation or affiliation of any subsidiary organizations not in conflict with the Articles of Incorporation or the By-Laws, and considered to be appropriate to the operation and purpose of the Association. Provisions for the formation and operation of such groups, including Topical Interest Groups, shall be the responsibility of the Board of Directors.

Local Affiliates are organizations that are interested in being associated with AEA for the mutual benefit of their memberships. Such benefits may include access to membership lists, sharing of information, and modest support from AEA in organizing a local affiliate group. Local Affiliates are separated entities from AEA. Local Affiliates elect separate officers, operate

under their own by-laws, maintain their own financial records, and, if tax exempt, have separate 510-C-3 status. AEA exercises no control over decisions made by Local Affiliates and takes no responsibility for their actions. Groups must apply to the AEA Board of Directors to be designated as an AEA Local Affiliate.

Section 3. Election, Appointment and Terms of Office. Terms of office shall begin January 1 after election and correspond to the calendar year, ending December 31 of the final term year. The Board members at large will serve three year terms. The President, President-elect, and the Past President will each serve one year in their respective offices; the President-elect shall automatically succeed to the Presidency in the following year, and the President shall automatically succeed to the office of Past President.

The seven appointed positions (Secretary-Treasurer; editor of *EVALUATION PRACTICE*; editor of *NEW DIRECTIONS FOR PROGRAM EVALUATION*; Annual Meeting Conference Chair; Membership Services Coordinator; Membership Recruitment and Retention Coordinator; and TIG Coordinator) shall be appointed for three year terms by two-thirds vote of the elected members of the Board. Terms are renewable following an announcement in *EVALUATION PRACTICE* and an open search process permitting applications and nominations for each position with at least 60 days to apply following the published announcement. This process shall begin no later than the first quarter of the third year of each term, with attention to a careful and deliberate transition. Appointments for the two editorships and the TIG coordinator shall be staggered so that, subject to unexpected vacancies, no more than one of these positions would normally be filled in any single year. The terms for Secretary-Treasurer; Membership Services Coordinator, and annual Meeting Conference chair shall also be staggered so that, subject to unexpected vacancies, no more than one of these positions would normally be filled in any single year. Votes on appointed positions will be by secret ballot. During board discussion of appointments, the person or persons under discussion should not be present.

The procedure for election and appointment of Board members shall be as set forth in Article VI, Section 2.

Section 4. Vacancies. Vacancies in the Board of Directors caused by any reason shall be filled in the following manner:

(a) If the President does not serve out a full term for any reason, the President-elect shall immediately succeed to the Presidency for the remainder of the unexpired term as well as for the following calendar year. If the office of President-elect becomes vacant, it shall remain so until the January 1 following the next general election at which time the membership will elect a new President and new President-elect. If the offices of President and President-elect become vacant within the same year, the Board of Directors shall elect a member of the Association to serve as Acting President until the January 1 following the next general election. If the office of Past President becomes vacant it shall remain so.

(b) If any position of the at-large member-becomes vacant, the Topical Interest Groups Coordinator shall become a voting member until a replacement Board member can be elected

during the normal membership election for that year, at which time the newly elected replacement Board member shall immediately assume office as soon as the Secretary-Treasurer determines the results of the election.

(c) Any elected Board positions that are vacant or having acting incumbents shall be added to the ballot for the next general election to select permanent Board members to fill the unexpired term.

(d) If any of the appointed positions becomes vacant, the President shall appoint a temporary replacement to complete the vacant term subject to a two-thirds vote of approval by the Board.

(e) In other unusual circumstances the Board of Directors shall determine how to fill vacancies.

Section 5. Removal of Board Members. A motion to remove any Board member for cause must be circulated to all Board members in writing thirty days prior to a vote on removal. During this thirty day period, the Board member in question has the right to respond in writing to the removal motion. A secret ballot vote of eligible voting members shall then be taken. The Board member in question does not vote on his or her own removal. Two-thirds of eligible voting members (i.e., 6 votes) are necessary to remove the member in question. Upon removal of a Board member, the position will be filled in accordance with vacancy provisions as stated in Article V, Section 4.

Section 6. Compensation. Compensation shall not be paid to Board members for their services in their capacity as Board members, nor pursuant to any other contractual arrangements. However, Board members may be reimbursed for actual expenses incurred by them in the performance of their duties, as approved by a majority of the Board.

Section 7. Regular Meeting. The Board of Directors shall meet at least twice each year. One of these Board meetings shall be held in conjunction with the annual meeting.

Section 8. Special Meetings. Special meetings of the Board of Directors may be called by the President or by at least five other Board members, on at least four weeks notice, if practical, to each Board member stating the time, place, and purpose of the meeting.

Section 9. Quorum. At all meetings of the Board of Directors, a majority of the voting members shall constitute a quorum for the transaction of business, and the acts of the majority of the Board members present at a meeting at which the quorum is present shall be the acts of the Board, except where a larger number is required by law, Articles of Incorporation, or these By-Laws. If, at any meeting of the board, there is less than a quorum present, the majority of those present may adjourn the meeting from time to time. At any such adjourned meeting, any business that might have been transacted at the meeting as originally called may be transacted at the next session without further notice.

Section 10. Open Meetings All meetings of the Board of Directors shall be open to the membership except for those times when the Board will discuss matters involving personal privacy. A majority vote of the voting Board members present shall be sufficient to hold a closed meeting.

Section 11. Parliamentary Procedure. Meetings of the Board and the membership will normally be conducted using informal, but businesslike procedures. At any time a procedural conflict arises, the provision of the most recent edition of *Robert's Rules of Order* shall be used to resolve the conflict.

Section 12. For conduct of routine business of the Association between meetings and to meet any emergencies that might arise of such nature that a four week delay in scheduling a meeting of the entire Board would be intolerable, the President, the Past-President, the President-elect, and the Secretary-Treasurer shall be considered the Executive Committee of the Board and shall be empowered to act on its behalf. All actions taken by the Executive Committee shall be reported in writing to the board, immediately in the case of emergency actions of importance and prior to the next scheduled meeting of the Board for routine items.

## **ARTICLE VI: OFFICERS**

Section 1. Designations and Qualifications. The principal officers of the Association shall be a President, a President-elect, a Past President, and a Secretary-Treasurer. The Board of Directors may appoint an Assistant Secretary, an Assistant Treasurer, and such other officers as, in their judgment, may be necessary. All officers must be members of the Association.

### **Section 2. Election and Terms of Office.**

(a) Yearly, the committee on Nominations and Elections (see Article VIII) shall secure two nominations for each expiring elected-office of the Association and shall, with the authorization of the Board of Directors, submit the slate of nominees to the membership for vote by mail ballot. The Committee will solicit nominations from the members, consult with the Board of Directors, and choose candidates that reflect the diversity and characteristics of the Association's membership. The submission of the slate to the members will occur no later than July 1st of each year. Additional nominations may be presented by the membership for inclusion in the election provided each such nomination is presented to the Committee in the form of a petition signed by at least 25 of the current members not later than the announced due date for submission of nominations each year. If the foregoing provisions are met, the person(s) so nominated shall be included on the ballot.

(b) The membership will be instructed to return the ballot to the Secretary-Treasurer or to such individual as is designated by the Board of Directors, postmarked or hand-delivered no later than the date specified on the ballot. The Secretary-Treasurer shall in turn be responsible for verifying the ballots, protecting the security of the ballots, obtaining the independent corroboration of the ballot counts, and reporting the results to the Board of Directors and to the membership.

(c) The candidate for each office receiving the largest number of votes shall be considered elected. In case of a tie, the Board of Directors shall select the officer from the tied candidates by majority vote or, in the case of a tie on the Board, by lot.

(d) The term of office for the Board members at large shall be three (3) years. The term of office for the President-elect, President, and Past President shall be one year for each respective office and succession to office shall be as set forth in Article V, Section 3.

Section 3. Removal and Vacancies. Removal of officers shall be in the manner as prescribed in Article V, Section 5. The filling of vacancies shall be in the manner as prescribed in Article V, Section 4.

Section 4. President. The President shall be the chief executive officer of the Association and shall preside at all business meetings, serve as Chair of the Board of Directors, and have general responsibility for the conduct of the affairs of the Association. The President is an ex-officio member of all committees, commission and sections of the Association.

The President shall have all the general powers and duties that are usually vested in the office of the president of a corporation, including the power to appoint committees from time to time, as he or she may deem appropriate to assist in the conduct of the affairs of the Association.

Section 5. President-elect. In the absence, or disability, of the President, the President-elect will perform the duties and exercise the powers of the President. The President-elect will also perform such other duties as prescribed by the Board of Directors or the President.

Section 6. Secretary-Treasurer. The Secretary-Treasurer shall give appropriate assistance to the President and various committee chairs in the arrangements for the meetings and other functions, and maintain an up-to-date membership roll. The Secretary-Treasurer shall be member ex-officio of all committees.

The Secretary-Treasurer shall hold the Association's funds, collect the annual dues from the members, consult with the Executive Committee and prepare the yearly budget for consideration and approval by the Board of Directors, account for the receipt and expenditures of all monies, and keep the other officers informed of the financial condition of the Association at their request. The Secretary-Treasurer shall make disbursements, shall upon request of the Board of Directors provide for examinations of financial reports and records by an auditing firm or a Certified Public Accountant, and shall prepare an annual financial statement for publication to all members. Upon authorization by the Board of Directors, the Secretary-Treasurer may deposit the funds of the Association in insured financial institutions to earn interest payments.

The Secretary-Treasurer shall take minutes and keep a file of the proceedings at business and Board of Directors meetings, as well as copies of the financial reports and official publications of the Association and shall supervise the issuance to the membership of all notifications pertaining to the official business of the Association.

Section 7. Past President. The Past President shall serve as general advisor on the affairs of the Association.

## **ARTICLE VII. FISCAL MANAGEMENT**

Section 1. Fiscal Year. Unless otherwise specified, the fiscal year of the Association shall begin on the first day of January of every year. The commencement date of the fiscal year herein established shall be subject to change by the Board of Directors, with the prior written approval of the appropriate government agencies.

Section 2. Books and Accounts. Books and accounts of the Association shall be kept under the direction of the Secretary-Treasurer of the Association.

Section 3. Execution of Association Documents. With the prior authorization of the Board of Directors, all notes and contracts shall be executed on behalf of the Association by either the President or the Secretary-Treasurer.

Section 4. Fidelity Bonds. The Board of Directors may require that all officers and employees of the Association having custody or control of Association funds furnish adequate fidelity bonds. The premium on such bonds shall be paid by the Association.

Section 5. Indemnity. Each officer, Board member, or employee of the Association shall be indemnified by the Association against expenses reasonably incurred by him/her in connection with any action, suit or proceeding to which he/she may be made a party by reason of his/her being or having been an officer, trustee, or employee of the Association.

Section 6. Financial Signatories. For all bank accounts established for the Association, there must be at least two signatories, the Secretary-Treasurer and at least one other Board member.

## **ARTICLE VIII: COMMITTEES**

Section 1. Executive Committee. The President, Past President, President-elect, and Secretary-Treasurer compose the Executive committee, which conducts the day-to-day business of the Association and oversees the budget.

Section 2. Standing Committees. Standing committees shall be limited to committees on Awards, on Ethics and on Nominations and Elections. Task Forces may be formed for special purposes as deemed necessary by the Board.

Section 3. Committee Membership and Terms of Office. Committee appointments shall be for three years and shall be renewable. Each committee shall have three appointed members. The President-elect will, at the beginning of her or his term, appoint a member to each committee to replace the person whose term is expiring. In addition, a Board member will serve on each committee, said appointments to be made each year by the President at the beginning of his or her term.

The President shall annually appoint the Chair of each committee to serve a one year

renewable term corresponding to the President's term.

Committee chairs may add members to committees, with approval of the Board, for purposes of carrying out the work of the committee. Each committee chair, at the time of the annual meeting, shall prepare a written report to the Board and membership on the committee's accomplishments, to be summarized in *EVALUATION PRACTICE*.

Section 4. Any Task Force formed by the Board must receive a written charge, and such resources as may be required for completion of its task must be considered and approved in advance by the Board.

Section 5. Diversity. It is the policy of the American Evaluation Association to actively seek diversity on the Board and all committees through attention to the following criteria:

- gender balance
- minority representation
- disciplinary heterogeneity
- practitioner/academic balance
- geographical heterogeneity
- heterogeneity of areas of application

Section 6. Special Leadership Positions. The Association shall have the following special leadership positions in addition to the Board Members: Annual Meeting Local Arrangements Chair and Program Chair; and Long-Range Planning Coordinator.

The Annual Meeting Local Arrangements Chair and Program Chair serve a one year term and are appointed by the President to serve a term corresponding to the President's term. Any of these positions can be co-Chair positions at the discretion of the President. The Long-Range Planning coordinator shall be appointed for a term specified by the Board of Directors.

## **ARTICLE IX: AMENDMENTS**

These By-Laws may be amended upon written affirmation of two-thirds (2/3) of the members voting on the proposed change. Amendments may be proposed by the Board of Directors or by petition to the Board of Directors by members of the Association numbering fifteen percent (15%) of the number of members listed in the most recent membership directory, and they shall be submitted to the entire membership for vote no later than the next general elections. Such amendments, following affirmation, shall become effective the next January 1st.

## Evaluation for the 21st Century: A Handbook

Eleanor Chelimsky and William R. Shadish (Editors)

Sage Publications, 1997

Indicative of the way in which the world is becoming smaller and more accessible, evaluators from around the world met, in November, 1995, in Vancouver, Canada, for a joint International Evaluation Conference, marking the "first time that five evaluation associations and more than 1,600 evaluators from 66 countries and five continents had come together."<sup>1</sup>

With over 25 years of experience in project and program evaluation on which to build, contributors to this volume draw out the lessons they have learned, identify current evaluation purposes and issues, describe new methodologies, discuss the merits of multimethod evaluations, and speculate about the future.

- Purposes for evaluation today are seen as including (a) accountability; (b) the acquisition of knowledge, and (c) strengthening institutions that run programs and projects, according to Chelimsky, and at times those purposes lead evaluations in varying directions, some of which are quite different from what many evaluators anticipated when they began doing this work in the 1960s and 1970s.

Evaluations undertaken from an accountability perspective are not necessarily used to improve on-going programs, but may affect policies and future programs. They tend to require that the evaluator be from outside the organization. Evaluator independence is a pre-requisite and objectivity must be high. With evaluations undertaken to increase knowledge objectivity and independence are also important. Utilization is neither critical or all that likely. Clients may ignore findings they do not like, but with proper dissemination such evaluations tend to affect future policies of others, even if not in the organization that was evaluated. Evaluations undertaken to strengthen organizations are quite a different matter. Evaluator works close to the client, an objectivity may not remain high. Utilization is a primary goal, and the evaluator may function as an advocate of change, i.e., a "critical friend" of the subject he is evaluating.

- Early on, notes Thomas Cook of Northwestern University, evaluations were largely quantitative. Today, every evaluator must know and be able to use a mix of quantitative and qualitative methods, often in the same evaluation. Real

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<sup>1</sup> From the prologue, by Eleanor Chelimsky. The five evaluation associations that jointly sponsored this conference, in which there were "363 panels, workshops and other sessions (each with a number of presenters)" were the American Evaluation Association, the Australasian Evaluation Society, the Canadian Evaluation Society, the Central-American Evaluation Association, and the European Evaluation Society.

knowledge, Cook notes, comes increasingly from the synthesis of many evaluations in a field rather than from a single study, while at the same time the expectations that evaluations will lead to profound changes in programs and policies is perhaps lower today than it was 25 years ago. Cook sees a need to build bridges between evaluation and other disciplines as we move into the next century -- interactions with public administration and management specialists, as well as economists and sectoral specialists are key links to be strengthened. At the same time, he cautions, evaluators should not themselves become so specialized that the field collapses into splinter groups that no longer communicate and integrate what they are learning about programs and methods.

- Performance measurement (i.e., the periodic monitoring of performance indicators for a large number of programs), argue Joseph Wholey of the U.S. and Caroline Mawhood of the U.K., is giving a number of countries a new and perhaps better way to track program and project accomplishments -- particularly in the public sector, freeing evaluation to focus on questions of causality and for diagnostic purposes. Both authors note the link between performance monitoring and budgeting that is being established, and say it is here to stay.
- Multimethod evaluations are highlighted by Lois-ellen Datta and others as the wave of the future. She and others show how case studies and longitudinal data on large populations are being analyzed together. Mansoor Kazi presents evolving improvements in case study methods while Robert Orwin describes the wide range of uses to which interrupted times series data are being put across a variety of sectors and specialized fields. For example, he shows how inferences from time series data on wheat production in Mexico, with the timing of the introduction of new varieties noted, are strengthened when comparable data from Argentina and Chile are plotted as "controls."
- Robert Stake and Michael Scriven -- old friends of anyone who has studied evaluation theory -- continue, in this volume, to consider questions about truth and objectivity in evaluation, and not surprisingly, disagree on a number of points about evaluation, these issues, and the future.

## **Annex F**

## Planning for the Development of A Russian Evaluation Association

As of the end of the certificate program, participants had developed a number of working groups which are expected to meet during the next two month period, and to develop recommendations for the group as a whole about how to proceed. These working groups focus on and are staffed by:

### 1. ORGANIZATIONAL

Belonogova, Kazakov, Drapushko, Khananashvili, Yakimets, Borovykh

### 2. RESOURCE

Greshnova, Kabanova, Zhemkova

### 3. INFORMATIONAL

Ilyin, Galkina, Demicheva, Belonogova, Zaks, Korukina, Nikitina, Bodungen, Yukin, Kabanova

### 4. PR/LOBBING

Drapushko, Belyaeva, Khananashvili, Zykov

### 5. PROGRAM

Greshnova, Borobykh, Zhemkova, Kazakov, Bodungen

In sessions during the final days of the certificate program, participants used "brainstorming" techniques to identify a number of issues and options related to the development of an association and prepared a list of issues of interest to them. These spheres of activity for an association were ranked, as shown below.

Numbers in brackets are priority scores (1=lowest)

1. (21) Informational services
2. (21) Data Base on experts
3. (6) "Club" function: place of gathering of evaluation fans
4. (16) Records archive
5. (18) Promotion of an evaluation idea
6. (15) Informational newsletter for an Association members
7. (12) Development of evaluation standards (protection of members)
8. (2) Conference on sharing of evaluation experience
9. (19) Is Association needed?
10. (7) Representative functions in governmental structures
11. (14) Standards of experts' activities
12. (7) Advertising campaign for bringing in evaluation "buyers"
13. (8) Bringing in new members
14. (12) To open the conference on e-mail
15. (20) Library establishment
16. (14) Develop contacts with evaluation Associations in other countries

17. (17) Defining of organizational structure
18. (17) Personnel selection
19. (9) Ethical code
20. (10) Mechanisms of legal protection
21. (18) Development of home-page
22. Development of evaluators club traditions
23. (1) Establishment of "honor court"
24. (20) Develop grant proposal
25. (17) Develop documents portfolio on contracts
26. (21) Data base on stockholders
27. (15) Organize 4 workshops within the year
28. (16) Meeting with ex-president of American Evaluation Association
29. (5) Data base on conflicts/precedents (through buyers list)
30. (6) Association widening
31. (5) Legal activity on evaluation
32. (1) Training
33. (12) Find office space
34. (2) Association membership cards
35. (2) Marketing research in nearest countries
36. (16) Searching for funding sources
37. (18) Develop working plan
38. (18) Define priorities
39. System of certification
40. (19) Development mechanism of evaluation data/information gathering and dissemination
41. (5) evaluation within the year
42. Prize for evaluation quality
43. (14) Membership criteria
44. (3) Translation of books on evaluation - 1 book per year
45. (11) Association registration

#### Possible objectives and functions for a Russian Evaluation

- \* ADVOCACY
- \* PROTECTION
- \* STANDARD
- TECHNICAL
- ETHICAL
- \* MARKET DEVELOPMENT
- \* PROFESSIONAL PROMOTION
- \* INFORMATION SHARING
- \* TRAINING and PROFESSIONAL DEVELOPMENT
- \* PUBLIC AWARENESS

## Constraints

1. ARE WE PROFESSIONALS?
2. WHO ARE WE?
3. WHAT DO WE WANT?
4. WHO ARE OUR CLIENTS?
5. WHO IS DEALING WITH THIS NOW?
6. WHY DO WE NEED AN ASSOCIATION?

## **Annex G**

Names of Projects and Implementing Partners:

"YMCA Humanitarian/Development Initiative in the NIS"  
YMCA of the USA and Local YMCAs

"From Heart to Heart"  
Planned Parenthood of Northern New England  
Center for the Formation of Sexual Culture

"Support of Indigenous Health Care NGOs: Public Health Policy and other Health Care  
Priorities in Russia"  
CECHE - Central European Center for Health and the Environment  
HEF - The Health and Environment Foundation

"Micro Enterprise NGO Alliance Project"  
Opportunity International  
Vozmozhnoct (Opportunity for All)

"The Compassion Project in Russia"  
International Rescue Committee  
The Compassion Center

"Rural Outreach to Russia"  
Magee Womancare International  
Hospital for Peace and Charity

"Environmental and Information Monitoring Network Project in the NIS"  
ISAR  
Socio-Ecological Union

## **Annex H**

## **World Learning/MSI Certificate Course in Evaluation**

### **Participant Evaluation Reports: A "Checklist" Assessment of their Strengths and Weaknesses**

During the course of Phase II of this program, seven participant teams made oral presentations on the evaluations they had completed between March 15th and the beginning of the classroom portion of Phase II. As the oral reviews of these evaluations provided by the course instructors indicates, there are many ways to review an evaluation. Evaluations can be reviewed against a fixed set of expectations about what a good report will contain. They can also be reviewed from a client perspective, e.g., "does the evaluation give me (the client) a basis for making a decision about continued funding?", or "does the evaluation make relevant comparisons and provide a useful analysis, e.g., of actual results compared to project plans?"

This summary of strengths and weaknesses is relatively mechanical in nature -- as compared to the detailed, and evaluation specific oral reviews given by the course instructors. It used a "checklist" approach against which all seven evaluations were "scored." (The checklist that was used is attached.) While the picture this approach presents is incomplete, it does serve to highlight several areas where all participants can improve upon their work the next time they participate in an evaluation.

#### **Organization of the Evaluation Reports**

- o 4 out of 7 followed the evaluation report outline provided in Phase I fairly closely. (It should be noted that this outline is not the only way to structure an evaluation. The outline provided in Phase I parallels fairly closely the outline provided in USAID's Evaluation Handbook.)
- o The other 3 reports talked about evaluation methods before describing the project they were evaluating and its objectives. This reversal is hard on the reader. Evaluation questions and methods need to be presented in their context, i.e., in relation to the project that is being evaluated.
- o Even when evaluations followed the general outline provided in Phase II, few (3) presented their findings in a very systematic order, e.g., the same order in which they had presented the evaluation questions they would try to answer -- and using the same wording in section titles -- so that the reader could easily understand which findings relate to which evaluation questions.

#### **Table of Contents and Other Introductory Items**

- o 6 reports had cover pages that identified the project and the authors; one did not use a cover page but did provide this information. None of the evaluations commented upon the skills of the team. We had not asked for this. Nevertheless,

it is a good idea in an evaluation report to briefly identify the key, relevant skills of team members.

- o 5 reports provided a Table of Contents and 5 provided a list of annexes or appendices.
- o Most reports would have benefitted from a clearer system for numbering sections and subsections, e.g.:

C. Evaluation Findings

1. Project Results

- a. Strengthening Local NGOs
- b. Services for NGO Program Beneficiaries

2. Project Sustainability

- a. Status of the U.S. - Russian Partnership
- b. Financial Viability of the Local NGO Program

- o One evaluation report included some introductory statements that were not really suitable for a professional evaluation report, i.e., musings by the authors on their experience.

**Executive Summaries**

- o 6 reports provided an Executive Summary
- o Of these only 2 really summarized all of the main elements of the report (i.e., project description and objectives, evaluation objectives and methods; findings, conclusions and recommendations.) Evaluators need to remember that sometimes all a high level manager will read is the Executive Summary -- and only if it is short, e.g., usually no more than 3 pages -- just 1 if possible.

**Descriptions of the Projects That Were Evaluated**

- o 4 of the 7 evaluations included a "fact sheet" that highlighted the main points about a project.
- o All 7 provided a narrative description of the projects they evaluated.
- o All 7 stated the objectives of the project. Some did this more clearly than others.

- o 3 projects identified changes in the project design that had been made during implementation.
  - The Opportunity International evaluation's table on changes was the clearest description of this sort.

### **Evaluation Purposes/Objectives and Questions**

- o 4 out of 7 evaluations included the evaluation questions that were addressed. The three that did not had listed such questions in their evaluation designs (in March), but failed to bring them forward into their reports. As a result the reader had little idea of whether these three evaluations covered everything they were suppose to cover.
- o 3 evaluations put their work into a clear context, e.g., "this is a post-project evaluation of a project that ended 2 years ago." or "there were two other evaluations of this project."
- o 2 of the 7 provided clear statements about the source of the evaluation questions, in both cases this was the primary client (World Learning)
- o In none of the evaluation did we read of an organized effort to identify the evaluation questions of interest to stakeholders other than World Learning.
  - The CECHE evaluation report was unusual in that it identified stakeholders who were interested in the evaluation, but it did not clearly or specifically link these stakeholders to evaluation questions.

### **Evaluation Methods**

- o All 7 evaluations included some description of their data collection methods, but none can be said to have provided complete descriptions. Most failed to explain fully how the sites or interviewees were selected.
  - The closest to a complete description of an interviewee selection process was provided for data collection procedures used for beneficiary interviews in the Compassion evaluation.
- o Conversely, "most" (over ½) included the questionnaires they used, which was a positive step. (We were not able to make an exact count, since some were not in the English versions but were included in the Russian versions.)
- o None of the evaluation reports provided a systematic description of the analysis methods to be used to makes sense of the data that was collected. Some reports did analyze data and it was evident that they had, but they did not include a

description of their analysis methods in the methods section.

### **Evaluation Findings**

- o It is clear that 2 of the 7 evaluations presented findings on all of the evaluation questions they tried to answer. 2 provided findings on some but not all questions. As to the other 3 evaluations, we cannot tell -- since these evaluations did not include a list of evaluation questions.
- o Statements of those evaluation findings which were presented were reasonably clear in 5 of the 7 evaluations. In the remaining two, it was very hard to tell what was a finding and what was a conclusions. The two elements were presented together -- fused -- rather than offered in a clear and distinct way.
- o However, 3 of the 7 evaluations that did present clear findings were faulted for not presenting enough data. One of these was relatively complete in its findings on two topics and weak on the other two. 2 other evaluations were weak on the presentation of findings across all evaluation topics or questions.
- o Of the 7 evaluations, only 3 presented beneficiary data -- where beneficiary means individuals who benefit from project services. Of these 3, 2 presented primary data that they had collected and 1 presented secondary data received from project sites.
- o At least 2 evaluations appear to have conducted too limited a number of interviews. These reports had almost no data to present and tended to rely too heavily on their own opinions in preparing their reports.
- o 4 of the 7 evaluations undertook some sort of data analysis process. That is they transformed "raw data" into something else in a way that was obvious to the reader. The remaining three came closer to simply presenting their data and letting the reader do the analysis.
- o 3 of the 7 evaluation reports made good use of graphs and charts to summarize their findings, and 2 of these integrated these materials into their presentation. But only one of the sets of graphics prepared adequately identified the size of the population for which percentages were provided.
  - The Heart to Heart evaluation provides the best example of the integration of graphics into a presentation.

### **Conclusions**

- o Conclusions were adequately separated from findings in 4 evaluations. In two, they were mixed together. One set of conclusions was not provided either in English or before the oral presentation, and was thus not counted in this analysis.

- o 4 evaluations reached conclusions on all of their evaluation questions. For the remaining 3 we simply can't tell, since the evaluation questions were never listed.
- o Conclusions were adequately supported by findings presented in the report in 3 evaluations. In two more, some needed supporting facts were simply missing. In two others, the conclusions reached did not seem to agree with the evaluation's findings -- they were significantly more positive than the presentation of facts justified.
- o 4 evaluations provided the reader with broad conclusions that cut across and went beyond specific evaluation questions. Two others failed to reach these kind of cross-cutting conclusions and were faulted orally for taking too narrow a perspective.
- o Although participants did not have the benefit of knowing the "Emmy (Simmons) Test" for a good evaluation, i.e., *it makes relevant comparisons*, until after they had completed their evaluation reports, at least 2 of the 7 evaluations did this.
  - One evaluation compared beneficiary responsiveness to different types of services provided by a single program. This evaluation also asked respondents about whether the program had changed their views.
  - Another evaluation explicitly (albeit only partially) made quantitative comparisons of an NGO's work before, during and after the project period funded by World Learning.

## Recommendations

- o 6 evaluations provided recommendations. For one we did not receive recommendations either in English or before the oral presentations were made.
- o In 4 evaluations, it was reasonably clear to whom the evaluation recommendations were directed. In 2 others, the intended recipient of at least some recommendations was unclear.
- o Evaluation recommendations seemed to be adequately supported by findings and conclusions in 3 reports. In two, "leaps" were noted, i.e., recommendations that seemed to jump well beyond anything suggested by the evaluation's findings and conclusions.
- o 4 of the evaluations made recommendations in all of the areas where the potential for action was clear in the report. Two other evaluations missed opportunities in this regard. In one case, recommendations were made to World Learning, but none were provided for project itself. In another, some situations that had been noted in the evaluation's findings and conclusions were simply ignored when it

came to recommendations.

## **Annex I**

WORLD LEARNING  
CERTIFICATE TRAINING COURSE IN PROJECT EVALUATION

**NGO EVALUATION**

YMCA HUMANITARIAN DEVELOPMENT INITIATIVE IN  
THE NEWLY INDEPENDENT STATES (NIS)

Post-Project Evaluation Report

Prepared by:

Alexander Borovykh  
Svetlana Koryukina

Moscow 1997

## Table of Contents

1. Executive Summary
2. Project Summary
3. Main Stages of the YMCA Project in Russia
4. Evaluation Goals and Objectives
5. Evaluation Plan
6. Evaluation Methodology
7. Results: Conclusions, Facts, and Recommendations
8. Post-Project Activity
9. Conclusions
10. Recommendations
11. List of Appendices

## **Overview**

The report summarizes the results of the YMCA project evaluation in Russia. The evaluation was performed by Group #2 two years after the project was closed down.

**General goal of YMCA programs:** fostering moral and physical health, respect for human values, uniting people for joint social activities. Among various projects are sports and educational programs, teenagers' clubs, prevention of drug and alcohol abuse, anti-smoking campaign, family parties, summer camps, support for the handicapped, youth exchanges and others -depending on national and local peculiarities.

The expected results of the project were (according to the application for funding):

1. Strengthening and expanding Russian associations for the development of socially meaningful programs.
2. Program design and administration and leadership models, which could be used by Russian Associations for development purposes. Special attention will be paid to development of skills.

## **EVALUATION GOALS**

1. Evaluate the influence of the project on the development of associations in Russia
2. Evaluate Associations' influence in the community
3. Partnership: problems and success

## **Recommendations prepared by the group members:**

1. Perform a comprehensive evaluation of the needs of Russian associations
2. Prepare a detailed plan for the training of leaders and volunteers.
3. Draft individual plans for securing funding and fundraising activities.
4. Compile and publish a manual containing positive examples of partnerships, YMCA programs, and opinions of program participants.
5. Launch a pilot project for introduction of interaction mechanisms.
6. Create an information network.
7. Continue strengthening partnership relations between YMCA-USA and YMCA-Russia with participation of the European and World YMCA Alliances.

## **PROJECT SUMMARY**

The evaluators found it necessary to provide a few facts about the history of the YMCA (Young Men Christian Association) movement. The understanding of the YMCA philosophy as well as the situation when it was initiated allow for a better understanding of the project impact and evaluation.

### **2.1 The history of YMCA**

YMCA was founded in 1844 by George Williams (England). YMCA organizations have been established in over 100 countries of the world involving 80 million people.

Recently YMCA organizations were re-established in China, Ethiopia, Zaire, Poland, Bulgaria, Ukraine, Georgia, Armenia, Estonia, and Latvia. This movement is being revived in Russia too - Bryansk, Kaluga, Syktyvkar, Omsk, St. Petersburg, Novosibirsk, Yaroslavl, and Moscow.

YMCAs do not limit themselves to the interests of a social group, they appear and work everywhere, where people need it, respond to their needs with a program, seek new ways of development and new forms of activity.

**Goals of YMCA programs:** fostering moral and physical health, respect for human values, uniting people for joint social activities. Among various projects are sports and educational programs, teenagers' clubs, prevention of drug and alcohol abuse, anti-smoking campaign, family parties, summer camps, support for the handicapped, youth exchanges and others - depending on national and local contexts.

All YMCAs are independent associations. They pay monthly fees to the National Council, follow the YMCA mission and the principle of openness for all the people. These are the only requirements. It is up to the local associations to choose the scope and pattern of new programs, recruit and train new employees, define the work style and administrative methods. Each YMCA is unique and independent from other national associations. The role of the National Council is not to manage but coordinate the efforts of associations and provide relevant information.

### **YMCA in the United States**

YMCA is the largest non-government public organization in the United States, which unites individuals for work for the benefit of society. More than 13 million men, women and children of all ages participate in YMCA programs and use various social services.

The National Council is located in Chicago, with regional offices in California, Pennsylvania, Georgia, Ohio, Minnesota, and Oregon.

Volunteers and employees of almost a thousand associations implement programs at 1391 locations and 243 summer camps which belong to local associations. It is a common practice to rent various facilities, swimming pools, gyms, parks, playgrounds and the like.

The new YMCA approach - "family team" - is based on the idea of strengthening the family through programs where all its members participate, irrespective of their age or physical condition. For many years parents prefer that their children spend spare time at YMCA facilities. Every 6th child in the USA attends its activities.

## **YMCA in Russia**

In 1898 YMCA was established in Russia. A US citizen, James Stocks, became acquainted with the Prince of Oldenburg from Russia and was introduced to the Empress Alexandra Fedorovna. Thanks to her generous financial donations Stocks sent a representative to Russia who was expected to study the situation and opportunities for future YMCA operations in Russia. A group of YMCA enthusiasts drafted a project and presented it to the Government of Russia. The Mayak ("Lighthouse") project envisaged the development of programs for adults, children, and families in St. Petersburg. In 1919 the Soviet Government banned YMCA activities in the USSR as hostile.

During the years of perestroika, the relations between the USSR and the USA changed. Hundreds of children and adults could meet each other and make friends. Several groups from the United States and Canada visited the USSR as part of the program "Growing state mentality", which was managed by Dr. Nikolai Goncharov. He brought back more materials about YMCA, their mission, philosophy and programs. People in Russia and the NIS grew interested in those ideas. International department of YMCA-USA approved comprehensive assistance to revival and development of YMCA in Russia and other republics.

## **Project Concept**

**Main stages of YMCA Project in Russia** (prepared on the basis of the proposal submitted to World Learning)

### Project in 1992-1995

Applicant: International Department, YMCA-USA

Project Goal: Organization and development of local YMCA in the NIS (Yaroslavl, Moscow, Ivanovo, and Novosibirsk) implementing social programs in the community, health care, sport, art and development programs.

Total project costs:                 \$1,000,000

Requested funding:                    \$750,000

Available funding:                    \$250,000

The main emphasis was expected to be laid on:

1. Strengthening and expanding Russian associations for the development of socially meaningful programs.

2. Program design and administration and leadership models, which could be used by Russian associations for development purposes. Special attention to be paid to development of skills.

Independent associations in the NIS capable of growth and expansion of their activities will be created through training of leaders and setting up partnership relations.

### **Summary of project activities in 1992-1995**

#### **Methodology:**

- Training
- Training evaluations
- Technical assistance to local associations

#### **Proposed local association programs:**

assistance to the old-aged and handicapped, disease prevention, work with young mothers, financial planning in families, advanced training, business development, self-financing for associations.

Visiting trainers came from the United States and the European Alliance. Interactive training, a proven method used in Eastern Europe, was expected to provide necessary skills and give an impetus to board development and YMCA-style leadership.

Training was concentrated on the following:

- basics of program planning
- program development

Two stages of reaching goals:

1. Selected trainers-volunteers were trained in the United States
2. The model was supposed to be implemented through local training:
  - through the development of the Board of Directors,
  - work with volunteers,
  - administrative work,
  - fundraising,
  - public relations,
  - programming for various social groups.

***A greater emphasis was laid on evaluation of all activities*** (two evaluation methods).

The evaluation was performed locally by groups of volunteers, who estimated

- community needs and
- their own programming capabilities.

Reports were forwarded to local coordinators, then to project coordinators at YMCA-USA and the European YMCA Alliance.

A team of experts visited every local YMCA to evaluate the effectiveness of their operations and compile an evaluation report (monitoring). The other function of the team was to provide a flow of information between Russian associations.

Planned project activities:

Project timeline: autumn 1992 - autumn 1994

Post-project preparations,

- programming,
  - recruiting personnel,
  - setting up a system of communications.  
1st Moscow Conference with participation of YMCA- USA and YMCA-NIS.
  - discussing project goals,
  - local implementation plans, and
  - the process of needs assessment and monitoring
- 
- need evaluation,
  - identifying people for training,
- 
- planning of training on the basis of identified needs,
  - modeling workshops in Central and Eastern Europe in 1992,
  - workshop (Moscow region) on conflict resolution, ecology, health and sexual education, community centers, young people in rural areas, professional training centers, handicapped, programming, recruitment and motivation of volunteers, training techniques, business, etc. American, Canadian, and European YMCA trainers participated in the workshop, all materials were prepared with the local context in mind and replication possibilities.
  - trainers visited local associations and provided assistance as required.

Monitoring the results and implementation:

- technical assistance to local groups,
- evaluation of training effectiveness,
- recruiting candidates for training in the United States,
- analysis of monitoring reports,
- preparation for training in the United States,
- demands of the local context,
- training in the United States focused on development of leadership skills, management, training techniques and others (acquisition of profound knowledge and skills by the leaders of local associations).

Internal evaluation and monitoring

- correcting programs if needs are changing,

Long-term exchange of volunteers for the purpose of their professional growth.

- selection of candidates,
  - travel to YMCA - USA,
  - introductory course at Cleveland,
  - identifying a partner association in the United States,
- 
- routine project evaluation,
  - 2nd Moscow Conference,
  - 3rd team of experts traveled to the NIS
- 
- 2nd training in Russia,
  - preparation for extended training,
  - extended training,

- trip to Silver Bay (advanced training in the United States),

#### 3rd Moscow Conference

- creation of a coordinating group for YMCA development in Russia over the post-project period.

### **Expected Results**

As it had been stipulated in the proposal, the expected results were:

1. Strengthening and expanding Russian associations for the development of socially meaningful programs.
2. Program design and administration and leadership models, which could be used by Russian associations for development purposes. Special attention will be paid to development of skills.

### **Evaluation**

This evaluation was necessary for the following reasons:

- analysis of NGO development in Russia,
- overview of USAID-funded projects,
- identifying reasons for success or failure of partnership projects in the framework of World Learning program "PVO in the NIS",
- development of practical recommendations for individual NGOs or NGO movements in terms of their sustainability.

The evaluation was performed on request of World Learning, a US NGO, which carried out general supervision of the PVO/NIS project. The YMCA project was one of the 46 partnerships within the program, which was funded by the US Agency for International Development.

### **Evaluation Goals**

The evaluation was not targeted at the analysis of the project itself, since the funding formally ended in 1995. World Learning received a final report on project impact. In addition, an intermediate evaluation was completed, as the contract required one.

Long-term influence of the project should be also assessed, as well as the present situation with the Russian YMCA, which would enable to produce recommendations for future development.

### **Evaluation Tasks**

#### **1. Determine the project impact on YMCA development in Russia**

- comparison of expected and obtained results,
- do conditions for YMCA development exist in Russia?
- determine the criteria for organizational development of Russian YMCA,
- were sustainable associations created in Russia.

## 2. YMCA impact on communities

- identification of active programs,
- description of local program characteristics,
- determine the importance of YMCA programs for local communities,
- identification of side effects,
- effectiveness of training programs.

## 3. Partnerships: problems and success

- partnership relations between Russian associations,
- partnership at the NIS/Russia level: National Council of Russian YMCA,
- partnership of Russian and American YMCA,
- partnership of Russian and European YMCA,
- prospective partnerships.

## EVALUATION PLANNING

### 1. Studying project tasks

During the initial acquaintance with the project a chart of involved parties was compiled to be used for determination of those who should be involved in the evaluation process.

The method of building up a network of interactions was used to compile the chart. *The goal of the method* is to reflect the interaction of elements in the project problem pattern.

*The sequence of actions:*

- 1) Define the notions of "involved parties" and "interaction" so that other experts might identify the same configuration of elements and relationships.
- 2) Use the pattern of interactions to determine interrelated pairs of elements.
- 3) Draw a chart where involved parties and their relationships are presented. (See the chart in the Appendix).

In order to determine the hierarchy of goals and tasks of the project the team of experts compiled a chart "Project structure: hierarchy of tasks". The chart demonstrates the sequence of steps to achieve the tasks as well as stage-by-stage accomplishment of the main project goal. It was expected that an analysis would be performed to determine if project tasks were properly formulated. For this purpose the method of system transformation was chosen:

*The goal of the method* is to find ways of system transformation to eliminate its drawbacks.

*The sequence of actions:*

1. Identify drawbacks of the existing system
2. Determine the nature of these drawbacks
3. Determine the new types of system components capable of eliminating the drawbacks
4. Determine the sequence of changes

See the chart "Project structure: hierarchy of tasks" in the appendix.

## Evaluation Methodology

Initially it was planned that the evaluation would be performed, data will be collected and analyzed according to the following scheme:

Subject	Data Collection	Data Analysis
Foreign YMCA Russian YMCA Russian Association	Questionnaire Questionnaire, interview Meetings, interviews	Content analysis (by key words and structure)
Partnership	Questionnaire, interview	Is this typical?
Program services: program topics number of programs number of clients program periods	Questionnaire Observations	Frequency distribution Percentage distribution and other types of qualitative and quantitative analysis
Circulation of program models	Meeting	Correlation
Enhancing organizational capabilities	Interview	Description of typical phenomena

However, during the evaluation it became clear that the main task of the project was to create a "network", not programming for individual associations, although the whole project was building around partnerships between Russian and American, and later - European associations. That is why the team members made the decision to consider interactions between blocks (or "involve parties") and avoid concentration on individual associations. In addition, certain temporary and financial problems did not allow for interviewing all partnership associations.

The following methods were chosen:

- Review and analysis of documentation
  - reports,
  - information bulletins,
  - participants' opinions,
  - minutes of workshops and conferences)
- Interviews with:
  - leaders of Russian associations,
  - representative of the European Alliance,
  - representative of the International Department of YMCA-USA
- Observation:
  - visits to Russian associations,
  - meetings program participants

Stages	1 week	2 weeks	3 weeks	4 weeks
1. Planning - studying tasks - choosing methods	XXXX XXXX			
2. Preparation - development and testing of instruments - training for local personnel	XX XX	XXXX XX		

3. Data collection - meetings - collection of materials - interviews with partner associations	XX	XXX XX XXXX		
4. Data analysis - statistical analysis - content analysis			XXXX XXXX	
5. Report - draft -final version			XX X	XX XXX

The team members used the criteria formulated on the basis of the Manual for NGO Performance Evaluation prepared by World Learning, this allowed us to determine the level of organizational development of Russian associations and stick to a uniform interview structure. It is important to note that team members did not seek to impose the American model. Associations can be at various levels of development in each of the functional spheres. In terms of leadership development a Russian association can be at the stage of expanding its activity and in terms of resources - at the initial stage. This is quite natural, such a process lets the association identify priorities for the transition to the next stage. The determination of the needs in accordance with these criteria helped the team members to concentrate on the necessary or sufficient steps to improve the efficiency of Russian associations.

### 1. Leadership and Planning

- mission, goals, and tasks;
- strategic planning;
- leadership bodies and decision making procedures;
- systems of information management and administration;
- programming and management;
- clients participation in operational planning.

### 2. Human Resources

- the role of employees in NGOs, delegation of duties;
- organization of the work process, team work;
- remuneration system;
- system of recruiting and work with volunteers;
- conflict resolution.

### 3. Financial Management

- planning of project financial resources;
- systematic accounting;
- system of financial management;
- fund-raising mechanisms, several sources of funding;

### 4. Relevant Experience

- information on NGO services;
- dissemination of experience;
- mechanisms of attracting clients to program planning;
- logistics.

### 5. External Environment

- legal status of NGOs;

- communication and contacts with clients;
- cooperation with government bodies;
- cooperation with the public, NGO image;
- relations with other NGOs;
- relations with commercial structures;
- relations with mass media.

## EVALUATION RESULTS: FACTS, CONCLUSIONS, RECOMMENDATIONS

Interviews helped to determine that by 1992 (when the project started) there were 3 associations in Russia. Two of them were supported by the United States (one in St. Petersburg and one in Moscow) and the third one existed independently. The report provides information only about the very first conference, as it was the start of YMCA activities in Russia.

The first conference resulted in establishing more partnerships. The conference was attended by trainers from the United States, Europe, and one from Russia. Representatives of American associations which were interested in establishing partnerships participated too. There were two representatives of the YMCA European Alliance, representatives from Armenia, Georgia, Russia, and Ukraine. Russian participants learned about the conference by word of mouth, ads, etc.

The agenda of the Conference included the following topics:

- what is YMCA;
- leadership development;
- program development.

**The main result** of the Conference was the establishment of partnership relations, which were built on the basis of mutual compatibility. Similarity of programs was not the dominating principle. **One of the main difficulties** for continuing work in accordance with YMCA principles was a number of people without genuine interest in developing YMCAs among the reps of Russian associations.

It is necessary to note that YMCA had certain contacts with the former Komsomol and Pioneer organizations. Thus projects were often initiated with use of skills and experience borrowed from those organizations. Partnership was established directly. A peculiarity of the partnerships was the lack of long-term programs, and the whole process was mostly the exchange of personnel, ideas, and experience. American partners did not impose their experience, but helped adapt them to local situations.

**The main problem** at this stage was a need of a leader who might work for a long period of time. The evaluation showed that by 1997 there only two leaders still functioning, while in 1992 there were five of them.

The project work was built on the basis of YMCA provisions on long-term partnerships which were not restricted to the framework of a project. American partners demonstrated the interest in maintaining relationships with Russian colleagues. A meeting with participation of the European Alliance and Russian associations was held in January 1996 in Sarasota. This allowed for the exchange of ideas, discussions of problems and perspectives. Presently there are agreements on joint activity between the following partners:

**Westfield - Moscow:** exchange of childcare programs, training on operational planning and financial management, assistance to the Russian partner in securing a grant.

**Tennessee Cluster - Bryansk:** programs for young people, financial assistance to the Russian partner (salaries), schoolchildren exchange in summer camps.

**Philadelphia - Yaroslavl:** joint fundraising, training on financial management, financial assistance to the Russian partner.

65

**Hartford - Novosibirsk:** information exchange, cultural exchange, cooperation within the program "young people and management".

All in all there are 23 active partnerships between YMCA - USA and Russian associations. The list is attached.

Other inter-Russia relationships were also established. Russian YMCAs became involved in cooperation in the project of a newspaper "YMCA - Vesti". The idea was prompted by Russian associations in order to eliminate the information shortage.

A joint summer camp program was developed (Moscow, St. Petersburg, Kaluga, and Vladimir). There is an agreement between Moscow, Yaroslavl, and St. Petersburg about summer programs which have been implemented for two years after the project was closed down. Russian associations cooperate with government bodies: YMCA-Yaroslavl and the Youth Committee, YMCA-Bryansk and public order bodies (work with drug users). These are examples of the accomplishment of one of YMCA goals - **creation of sustainable partnership relations.**

Great attention was paid to training and creation of a special YMCA atmosphere. Training concentrated on local experts involved in the process. Russian partners did not receive any funding in cash, but they did receive equipment, training, and traveled to the United States. However, the training for Russian trainers was hindered by the lack of a clear-cut long-term training program. In 1994 nine US trainers and only one Russian trainer participated in a joint training in St. Petersburg. Five joint conferences were held: one in 1992, one in 1993, two in 1994, and one in 1995.

### **Initial Conclusions**

The evaluation experts came to a unanimous conclusion that all expected activities were carried out, results were achieved, and in general the project was a success. The appendices contain participants' opinions. However, certain changes took place during the project, that happened due to insufficient preliminary preparations. A position of Regional Director (representative of YMCA-USA in Russia) was introduced for the purpose of improving information exchange and quality of effort coordination. This decision improved cost efficiency and quality of partnership relations. In the end of the project the position of Director of Development was added for the purpose of maintaining a proper level of communication between American, European, and Russian partners and coordinating YMCA movement in Russia. He still functions as coordinator of YMCA operations in Russia, organizes training and fundraising activity.

## **POST-PROJECT ACTIVITY OF RUSSIAN YMCA AND PARTNERSHIP RELATIONS**

The report provides a few examples of Russian YMCA activity after the project was closed down.

### **Bryansk**

YMCA-Bryansk continues working on the following programs: establishing a fitness center, teaching arts and carpentry to young people, assistance to a local hospital. They plan to initiate a new program of swimming lessons for children. The leader of YMCA-Bryansk left his other job and now devotes all his time to YMCA. In 1996 two volunteer groups from Nashville and Chattanooga worked in Bryansk. The American partner will deliver equipment for the fitness center via Federal Express service.

### **Moscow**

#### **Poklonnaya Gora**

Programs of this association include work with preschool and schoolchildren, teaching Russian crafts to children, organization of a military and historical club, care for stray animals, summer camps and issuing an information bulletin. Programs are implemented in cooperation with American and English partners. The goal of this association is to achieve stable development in four years. The Russian association applied to World Learning with a request to evaluate a series of grant applications which would support the long-term organizational development.

### **Moscow 1**

Programs:

youth camp, "Russki Dom", "Zavtra v shkolu" (teaching reading, arithmetics and English), Family Club ("Semeiny Klub"), studying the history of Moscow.

New programs:

Theatre for children, crafts school

The main difficulty - shortage of funds.

### **Novosibirsk**

Active programs include children exchange between Russian and American partners. Summer camps (120 children in 1996). Supervisors for the summer camps were trained in October 1996. Training the leadership of the Russian partner is in full swing, in 1996 the American partner donated a computer and some funds for a number of small projects.

### **Vladimir**

The establishment of partnerships and programming did not go without a hitch. The partnership of YMCA-Sarasota and YMCA-Vladimir was terminated through the fault of the Russian partner. The implementation of the preschool tuition in Vladimir did not correspond to the philosophy and policies of YMCA movement. After a series of negotiations and visits of the Regional Director a decision was made to terminate the partnership. The American partner considers this was an important experience. Right now they are busy establishing a partnership with the Ukranian YMCA ("Krasny Lutch").

At a certain stage of the project it became obvious that there is a need to create a national organization for coordination of efforts, representation and fundraising at the international level. Several meetings for discussing the draft provisions of a union did

not result in anything positive due to the fact that several leaders of Russian associations wanted to head the whole movement. In autumn 1996 Russian associations adopted the Agreement (Constitution). All associations but three of them became members of the Union. Below are excerpts from the Agreement about the foundation of the National Union of YMCA in Russia.

## 2. Subject of Agreement

The parties agree to unite their efforts for the purpose of effective use of resources and opportunities, interaction, dissemination of information and experience, joint programming, legal support and implementation of high ethic principles, based on Christian and human values including the following:....

2.2. Collect and exchange opportunities and information for the purpose of effective implementation of tasks formulated in the Agreement.

2.3. Create favorable conditions for implementation of non-profit projects.

2.4. Provide recommendations and advise to each other about possible partners, companies, contacts with legal bodies and individuals, which the parties may find appropriate for joint activity.

2.5. Exchange information about optimum organizational development.

2.6. Participate in joint programs, hold workshops and conferences, surveys, create information databases, issue joint informative and analytical publications.

See the complete text of the Agreement in the Appendices.

The evaluation team found that the creation of the Union was an important step in YMCA development. However, members of the Coordination Council should not limit themselves to the programs of their own associations, but be actively involved in the organizational development of the whole Union, improve their professional level by participating in workshops of the NGO community. It is necessary to search and exchange information on a permanent basis.

## Goals and Perspectives of YMCA development in Russia in 1997

For the purpose of expanding the activity, started in 1992-1995, the YMCA tasks include:

- Further support for the National Coordination Council in the drafting of development plans, definition of criteria for adoption of new members, fundraising and training.
- Involvement of new foreign partners
- Organization of training and evaluation of needs for individual associations
- Continuing work with the European Alliance for partnership development
- Securing funds for future programs
- Creation of a uniform telecommunication system which would include Russian organizations and their European and American partners.

## Examples of Partnership Development in 1997

Other partners' plans include:

- **Charlotte-Moscow:** increasing the participation of the American partner, making a three-year strategic plan for development.
- **Hartford-Novosibirsk:** concentration on design and implementation of new programs, financial development, search for new partners.
- **Philadelphia-Yaroslavl:** creation and development of the Board, fitness center

- **Lancing-St. Petersburg:** specification of partnership goals, financial independence, developing contacts with the external environment.

## CONCLUSIONS

- One of the problems for project implementation, especially at its initial stage, was poor knowledge of American partners of the situation in Russia. The applicants did not understand the needs of their Russian partners for training and technical support. Another problem was posed by a large number of people with ingenuine interests in developing Russian Associations.
- A lot was expected from paying attention to individual leaders (their training and promotion). Sometimes this led to interpersonal conflicts. During and after the project the search for a leader who might work for a long period of time was problematic. The evaluation showed that by 1997 there only two leaders still functioning, while in 1992 there 5 of them.
- While carrying out the evaluation, the experts found a lot of commitment among the YMCA participants and leaders. It was a pleasure to find high moral qualities in Russian YMCA leaders, who acted as truly devoted individuals.
- The positive aspects of the partnership were marked by both American and Russian associations:
  - cultural exchange,
  - variety of programs,
  - orientation to long-term partnership relations.

One interviewee said "Americans should be brought to Russian to share new ideas and get inspiration. Those who came here once, always want to return".

- Financial support on the part of foreign partners developed parasitic attitudes in Russian partners. Reliance on the partner's assistance and lack of professional knowledge on fundraising gave rise to serious financial problems. This affects the quality and scope of services. The professional level of employees is low. A representative of YMCA-USA: "In America, founders join the Board, in Russia they become directors continuing working as volunteers".
- Financial stability of individual associations has not been achieved, thus an early emphasis was laid on mutual financial relations and obligations. This may cause interorganizational conflicts, especially at the initial stage of development, violation of the principle of equal partnership and establishment of the "elite".
- During the post-project period Russian associations did not pay enough attention to organizational development. Program activity at the initial stage slowed down due to lack of organizational development. -
- During and after the project a lot of work was done to develop the information network between associations. This stimulated the creation of the National Union and will further strengthen the movement both at national and international levels.

## RECOMMENDATIONS

1. Perform a comprehensive evaluation of the needs of Russian Associations with help of professionals (training programs of Counterpart, World Learning, etc.). Attract American partners to the process, if possible. Study and analyze the results and make a chart of priorities for Russian Associations.
2. Develop a detailed plan for training of leaders and employees on the basis of the above chart. The training programs should be practical and include workshops on organizational development. The goal is to develop skills.
3. Develop a plan for securing funds and fundraising for each association with the account of the local situation. Both leaders and employees must participate as well as facilitators from the European Alliance and YMCA-USA. The plan should have provisions for individuals responsible for the operations and their motivation mechanisms.
4. Compile and publish a manual describing the positive experience of partners' relations, YMCA programs, participants' opinions. This may be another grant application. The project should be implemented by the National Union.
5. Foreign partners should require a proposals before donating funds in cash or in kind. This will teach Russian associations to write grant proposals and basics of program design.
6. The National Union should develop a pilot project on introduction of the mechanism of interaction between the members of the Union with the account of their organizational development levels and possibilities for financial participation in program design.
7. For the purpose of eliminating the shortage of information resources the information network of interaction should be created. The system should include possibilities of obtaining information from the NGO world in general, provide access to information sources abroad. It is necessary to inform all Russian Associations about the availability of information in acting resource centers and computer networks.
8. Continue work on further strengthening of partnerships between YMCA-USA and YMCA-Russia with participation of the European and World YMCA Alliances.

## **APPENDICES**

1. TEAM MEMBERS
2. CHART - "INVOLVED PARTIES"
3. CHART - PROJECT STRUCTURE: HIERARCHY OF TASKS
4. CRITERIA OF NGO STABLE DEVELOPMENT (A QUESTIONNAIRE )
5. STAGES OF ORGANIZATIONAL DEVELOPMENT AND THEIR PECULIARITIES (EXCERPTS FROM THE MANUAL ON EFFICIENCY EVALUATIONS)
6. LIST OF YMCA PARTNERSHIPS (AS OF APRIL 17, 1997)
7. INFORMATION BULLETINS YMCA-VESTI
8. WORKSHOP FOR LEADERS AND PARTICIPANTS' OPINIONS. REPORT
9. THE CONSTITUTION OF THE WORLD YMCA ALLIANCE
10. AGREEMENT ON THE NATIONAL UNION OF RUSSIAN ASSOCIATIONS

11

## **Annex J**

**EVALUATION REPORT ON THE PROJECT**

**“FROM HEART TO HEART”**

**IMPLEMENTING ORGANIZATIONS:**

**Center for the Formation of Sexual Culture (Yaroslavl)  
Planned Parenthood of Northern New England (PPNNE)**

**Evaluation team:**

**Elena Galkina**

**Marina Nikitina**

## TABLE OF CONTENTS

**Foreword**  
**Executive Summary**  
**Methodology**  
**The process of project evaluation**  
**Brief description of the project**  
**Adaptation of the modern American methods and improvement  
of professional qualifications of the staff of the Center**  
**Work with teenagers**  
**Work with the adult audience**  
**Organizational structure**  
**Sustainability and financial stability of the organization**  
**Strong points of the project**  
**Weak points of the project**  
**Several comments**  
**Recommendations**  
**Appendices**

## **Foreword**

We would like to express our gratitude for the assistance provided during the preparation for our evaluation.

During the course of our work we felt very friendly attitudes from the staff of the organizations and a desire to help us understand and study the actual situation with the project and its impact on the adolescents in Yaroslavl city.

We would like to express special gratitude to the people who directly assisted us in writing this report:

Ellen Dorsh - the project director. The Director of the International Programs Planned Parenthood of Northern New England (PPNNE).

Project Supervisor from USAID Marina Grigorieva.

Valentina Shelkova - Director of the Center for the Formation of Sexual Culture and of the municipal educational organization "Medico-Pedagogical School", Yaroslavl.

Alexander Shmaglit - deputy director of the Center for the Formation of Sexual Culture.

Yelena Zalubovskaya - head of leisure time activities, Director of the theater "Aquarium".

## Executive Summary

In October 1993 a grant was awarded to implement the program "From heart to heart". The program was implemented by the following organizations: Planned Parenthood of Northern New England (PPNNE, Burlington, VT USA) and Center for the Formation of Sexual Culture (CFSC, Yaroslavl, Russia) with participation of Management Sciences for Health (MSH, Boston, USA).

The program was to fulfill the following objectives:

1. Expand the opportunity to receive sexual education and address family planning issues through mutual education and mutual assistance of teenagers:
  - (a) Teenager-volunteers, providing the training for other teenagers and helping each other.
  - (b) Training through the center of certified volunteers among the adult and teenage leaders for working in other regions of the oblast to apply all American methods.
2. To train Russian specialists (in CFSC) in professional activities in the areas of
  - sexual education;
  - organizational activities and planning for the organization's work;
  - financial organization's activities and fund-raising.
3. To create strong technical foundation for volunteers' activities - equipment, material resources, etc.
4. In the framework of the program "From heart to heart" - establish the connections between CFSC and other Russian organizations (scientific, educational, public, etc.).

The Program was supposed to last for 2 years, and it was planned to conduct training and scientific-practical seminars in the USA and Russia. The site of the program was CFSC, Yaroslavl.

The center where the project was located includes: medico-pedagogical school of Dzerzhinski district in the city of Yaroslavl, where the programs on sexual education for schoolchildren are conducted;

department of medico-psychological consulting - physicians' consultations, as well as psychologists' and lawyers' consultations;

teenagers' union "From heart to heart".

The project supervisors from the American side were Director on International relations of PPNNE Helen Dorsh, and the senior staff member of MSH Anne Buxbaum.

The center's work in implementing the program covered the students of all general education schools of Dzerzhinsky district of Yaroslavl (20 + 2 evening schools). The schools students,

according to the preliminary agreement with the schools directors on the training schedule, attend the classes in the Center for the Formation of Sexual Culture. The training program of the Center provides that each year the students undertake a certain stage of education. The classes take place in the Center facilities, the teenagers attend six classes per day for a week, i.e. the duration of their annual training is 30 hours. The Program on sexual education is applied to all the students of Dzerzhinsky district in Yaroslavl from the fifth to the eleventh grade.

Several programs were started in the framework of this project, and the participants of these programs are teenage volunteers who have acquired special training.

During the course of the project not only the planned programs with teenagers were implemented, but also the basis was developed for new ideas and programs.

Several programs are on the stage of development and they'll start functioning in the near future. For example, such a project as "Children advocacy" has just started to gain its force, but it is already popular and famous among the teenagers, that's why the organizers of this program expect a lot from this project. Other programs, such as "Get a free checking" or "From heart to heart" are already on the stage of completion.

The important area of the Center's work are activities aimed at the parents of those teenagers who are trained in CFSC. As it was found out, not always the parents understand and share the views of the Center and accept its work.

With the purpose of establishing the contacts and mutual understanding with the parents of the teenagers, who are trained in the Center, the staff of CFSC conduct the weekly meetings. Overall, these meetings are similar to the traditional parents meetings in schools. During these meetings the staff members are trying to understand the attitude of the parents of the teenagers towards various areas of the Center's activities. The personnel of the CFSC conduct surveys and distribute questionnaires on various aspects of the Center's activities, they try to ask whether the parents consider the early sexual education for children to be of importance or whether they think differently. In some cases it becomes necessary to persuade the parents that it is needed for their child to receive sexual education in the Center.

Such meetings are also conducted with the teachers of general education schools, where these teenagers study.

In the beginning the Center started its work in 1989 as an experimental department of training-production complex. Later, the organization acquired the status of district Educational municipal institution "Medico-Pedagogical School". And only as a result of the project implementation the Center for the Formation of Sexual Culture acquired the official status of the Public institution in 1996, the fact which supports the recognition of its activities' significance.

During the course of the project implementation the Center was able to prove its necessity and demand for the society, followed by receiving stable budgetary funding.

The successful combination of two forms - public and state - allows the staff members to expand their activities significantly, to draw in volunteers and to get the support from various charity organizations.

During the project the staff of the Center undertook training on three main issues:

1. Organizing educational-methodological work with teenagers. The participants of the project received knowledge on various forms of training and on how to organize volunteer work. They got familiar with the modern American methodology in the area of sexual education for teenagers. That seminar took place in the USA at the site of PPNNE, and five staff members of the Center (physicians, sociologists and a psychologist) took part in it.
2. Training in organizational management. The leaders of the Center were trained in the methods of effective management and planning for organization's activities.
3. Trainings on fund-raising, marketing of services and public relations.

According to the main goal, the project could be considered to be successful, since with the help of this project the staff of the Center managed to persuade the local authorities in the necessity of sexual education for teenagers and to acquire the status of district municipal educational institution, as well as to receive the budgetary funding. Therefore, the organization succeeded in proving its sustainability.

The project provides a strong impact. As a result of the project the age limits of the teenagers trained were extended. Before the project started only the students of 9-11th grades took the courses, and after the project began - all the schoolchildren of Dzerzhinsky district, starting from the 5th grade (11-12 years old) are trained in the Center. Teachers and parents attend the meetings, organized by the Center.

During the project six seminars-trainings were conducted, most of which were conducted as individual trainings for the staff of the organization, that is why they were of a quite high level and enabled the personnel of the Center to improve their qualification and professional skills.

The leaders have acquired knowledge in organizational management, public relations, fund-raising, marketing services, work with volunteers. The acquired knowledge, without any doubt, is a very valuable input and presents a big importance for the successful work of the Center.

Thanks to the project, the modern American methods in the area of sexual education were adapted for local conditions and are used quite successfully now.

Among the strong sides of the project we would like to mention creation of self-financed subdivision of the Center, which provides the following services for the population: performs the pregnancy tests, individual selection of contraceptives, provides the consultations to women.

The money received are used for organizational development and technical needs of the Center, therefore it promotes financial stability.

While working with volunteers the participants of the project faced certain difficulties. The main reason for those difficulties was the fact that most of the young people who came to work as volunteers studied quite well and were successful in classrooms, however, they could not or didn't want to work in this area. The participants and organizers of the project explain this situation by immaturity of certain teenagers and by certain psychological specifics, like shyness, reserved personality, inability to overcome the barrier when talking with the big audience.

In Yaroslavl Oblast (in Rybinsk, Uglich and Pereslavl) there are the organizations, the activities of which focus around sexual education for teenagers, and the Center provides the support for those organizations. However, it seems it is too early to tell that the network is well organized and that the on-going experience exchange takes place.

Overall, the Center's activities are necessary and important. The Project can be considered to be successful. The Center should continue its activities.

The leadership of the Center should analyze the failures in working with volunteers, and revise the criteria for teenagers selection for volunteer work, taking into account their motivation.

It is necessary to improve the relationships inside the organization itself through the open discussion of all the drawbacks in the work, and to develop the solutions for conflicts. Probably, the training on conflict resolution could be needed.

Since this project seems useful for its replication to the other regions, it is necessary to make more efforts to develop the network of the organizations of the same type, and to disseminate this experience.

### **Methodology**

The data for the evaluation were received through personal meetings, phone conversations, multiple exchange via e-mail, through questionnaires development and distribution among teenagers, who work as volunteers, and among the staff members of the organization.

1. Ellen Dorsh - the project director. The Director of the International Programs Planned Parenthood of Northern New England (PPNNE).
2. Project Supervisor from USAID Marina Grigorieva.
3. Valentina Shelkova - Director of the Center for the Formation of Sexual Culture and of the municipal educational organization "Medico-Pedagogical School", Yaroslavl.
4. Alexander Shmaglit - deputy director of the Center for the Formation of Sexual Culture.
5. Yelena Zalubovskaya - head of leisure time activities, Director of the theater "Aquarium".

## **The process of project evaluation**

1. We sent three types of questionnaires to the Center:
  - for NGOs leader in Yaroslavl - to define the degree of recognition of the Center in this region;
  - for teenagers, trained in the Center - with the purpose of defining their attitude to various training programs;
  - for volunteers, who work in the Center - with the purpose of learning about the incentives that brought them to work as volunteers, as well as of learning about their work.
2. On March 20 we conducted the survey through questionnaires for the participants of the workshop, organized for the leaders of public organizations from Yaroslavl.
3. On March 29 we had the meeting and conducted the interview with Alexander Shmaglit, deputy director of the Center, and with Yelena Zalubovskaya, the head of the children theater "Aquarium".
4. On April 14 we had the phone interview with Valentina Shelkova, the director of the Center for the Formation of Sexual Culture.
5. On April 15 we conducted the survey through questionnaires of the teenagers trained in the Center
6. On April 15-21 we conducted the survey through questionnaires of the teenagers-volunteers who work in the center.
7. On April 15 we had the phone interview with Alexander Shmaglit, deputy director of the Center, and with Yelena Zalubovskaya, the head of the children theater "Aquarium".
8. On April 21 we had the phone interview with Valentina Shelkova, the director of the Center for the Formation of Sexual Culture.
9. On April 22 we had the phone interview with Yelena Zalubovskaya, the head of the children theater "Aquarium".
10. During the whole course of the evaluation we conducted very intensive letter exchange via e-mail with the above mentioned project participants.

## **Brief Project description**

In October 1993 the grant was received for implementation of the program "From heart to heart". The program was being implemented by the following organizations: Planned Parenthood of Northern New England (PPNNE, Berlington, Vermont, USA) and Center for the Formation of Sexual Culture (CFSC, Yaroslavl, Russia) with participation of Management Sciences for Health (MSH, Boston, USA).

The program was supposed to fulfill the following main objectives:

1. To expand the opportunity of getting sexual education and addressing the family planning issues through mutual education and mutual assistance of the teenagers among themselves:
  - (a) Teenagers-volunteers, providing the training for other teenagers and helping each other.

(b) Training through the center of the certified volunteers among the adult and teenage leaders for working in other regions of the oblast applying all American methods.

2. To train Russian specialists (in CFSC) in various American methods:

- (a) for their application in professional activities;
- (b) training in organizational activities and planning for the organization's work;
- (c) training in fund-raising.

3. To create strong technical foundation for volunteers' activities through purchasing the necessary modern equipment, donating training videos, slides, professional literature, which could be used in the Center's work.

4. In the framework of the program "From heart to heart" it was planned to establish the on-going connections between CFSC and other Russian organizations (scientific, educational, public, etc.) with the purpose of creating communication network of the partners in this area of education.

The Program was supposed to last for 2 years, and it was planned to conduct trainings and scientific-practical seminars in the USA and Russia. The site of the program was CFSC, Yaroslavl.

The center where the project was located includes: medico-pedagogical school of Dzerzhinski district in the city of Yaroslavl, where the programs on sexual education for schoolchildren are conducted; the department of medico-psychological consulting - physicians' consultations, as well as psychologists' and lawyers' consultations; and teenagers' union "From heart to heart".

In October 1993 the Director of Foreign relations in PPNNE Helen Dorsh and the senior staff member of MSH Anne Baxbaum have conducted 2-week preliminary workshop-meeting together with the staff of CFSC of Yaroslavl. And as a result of this meeting the final implementation plan was agreed upon and adjusted for the project, and the budget was defined.

According to the program "From heart to heart" it was planned to conduct in spring-summer of 1994 the seminars on marketing and public relations for the specialists working with teenagers, as well as on management of public organization.;

during the fall of 1994 - the workshop on how to work with children-volunteers;

in spring 1995 - scientific-methodological conference on the issues of adolescent sexuality.

### **Adaptation of the modern American methods and improvement of professional qualifications of the staff of the Center**

In the framework of the project the staff of the Center undertook training on three main issues:

1. Organizing educational-methodological work with teenagers. The participants of the project received knowledge on various forms of training and on how to organize volunteer work. They got familiar with the modern American methodology in the area of sexual education for teenagers. That seminar took place in the USA at the site of PPNNE, and five staff members of the Center (physicians, sociologists and a psychologist) took part in it.
2. Training in organizational management. The leaders of the Center were trained in the methods of effective management and planning for organization's activities. The training was conducted in the USA for 3 staff members of the organization.
3. There were separate seminars-trainings on fund-raising, marketing of services and public relations.

In total there were six workshops, three of which were in the USA and three in Yaroslavl. The trainings in Yaroslavl were also attended by the volunteers, working on this project. We would like to note, that the trainings were conducted according to individual schemes and were very effective.

### **Work with teenagers**

The work of the Center for the Formation of Sexual Culture covers all the teenagers who live in Dzerzhinsky district of Yaroslavl.

The Center employs the following established working structure:

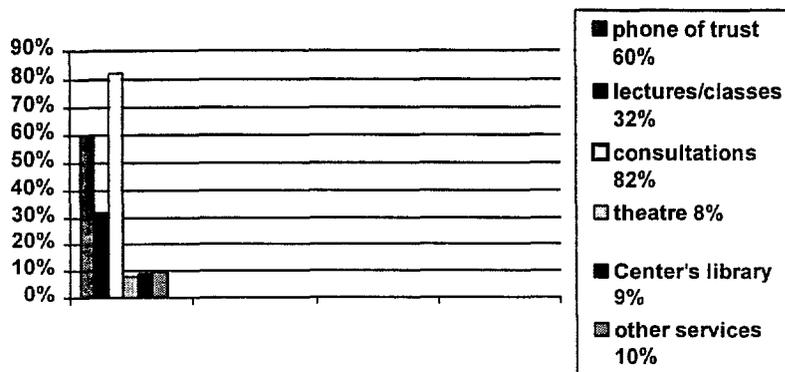
all general education schools of Dzerzhinsky district of Yaroslavl (20 + 2 evening schools), according the resolution of the District department of public education, send each of the classes, starting with the 5th grade and till the 11th grade for the training in the Center for one week: 6 classes per day, total number of hours per year - 30. So, all the schoolchildren of the district acquire the knowledge in the area of sexual culture. Certain classes are joint, certain classes are conducted separately for girls and for boys. The attendance is usually high.

Several programs were started in the framework of this project, and the participants of these programs are teenage volunteers. Several programs are in the stage of development and they'll start functioning in the near future, like for example, the project "Children advocacy". Other programs, such as "Get a free checking" or "From heart to heart" are already in the stage of completion. While working with volunteers the participants of the project faced certain difficulties. These are related to the fact that most of the young people who came to work as volunteers studied quite well and were successful in classrooms, however, they could not or didn't want to work in this area. The participants and organizers of the project, both from America and Russia, explain this situation by immaturity of certain teenagers and by certain psychological specifics, like shyness, reserved personality, inability to overcome the barrier when talking to the big audience.

Among various forms of volunteer work we would like to mention the "phone of trust". For three hours every work day the teenagers, primarily the girls, provide the phone consultations for other

teenagers on various issues on interpersonal relationships. This part of the project works just fine. The volunteers feel themselves more relaxed and confident communicating on the phone, and not face to face. Six teenagers work on the phone. Unfortunately, the “phone of trust” does not have the necessary conditions for conducting long conversations on various touchy and sensitive topics, because there is only one room available for all the teenagers-consultants, no sound-proof walls and only one phone line.

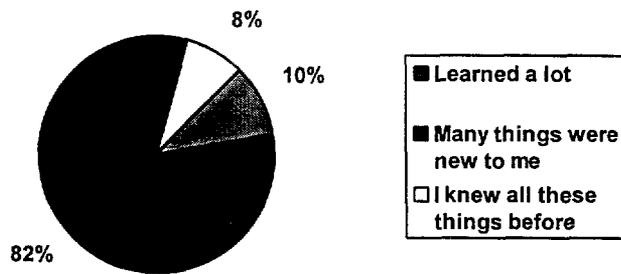
What types of the Center’s activities you like most of all?



The teenagers’ most favorable part of the project is children theater “Aquarium” (this is supported by the data from questionnaires), which helps the teenagers to express themselves in front of their friends. The guys create short plays, and the subjects for them are taken from their own experience or experience of their friends; they direct the performance themselves and play the roles. The chief director of the performances is also a teenager. The head of this part of the project is Yelena Zalubovskaya, who participates in staging all the performances as a consultant. The theater is very popular among the students of secondary and high schools. Short performances imitate the everyday situations, addressing moral-ethical problems related not only to relationships of the sexes but to different others, for example, relationships with parents. After these mini-performances the participants conduct discussions with the audience, and the teenagers can express their opinion about this or that issue.

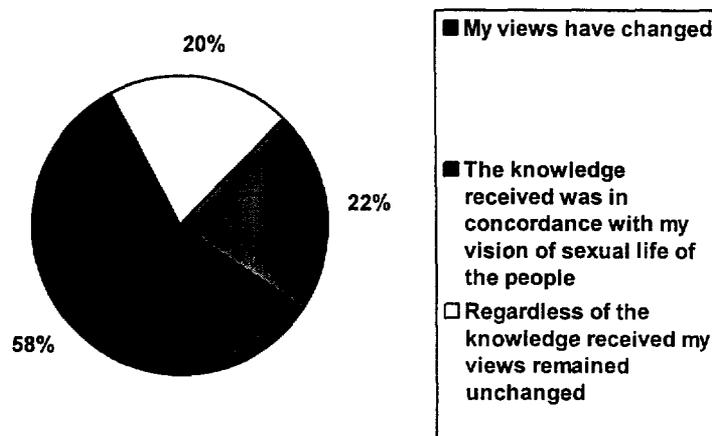
Recently the theater was invited to the juvenile detention, where the performance went very successfully and it provoked a very vivid discussion among juvenile offenders.

New knowledge acquired in the Center:

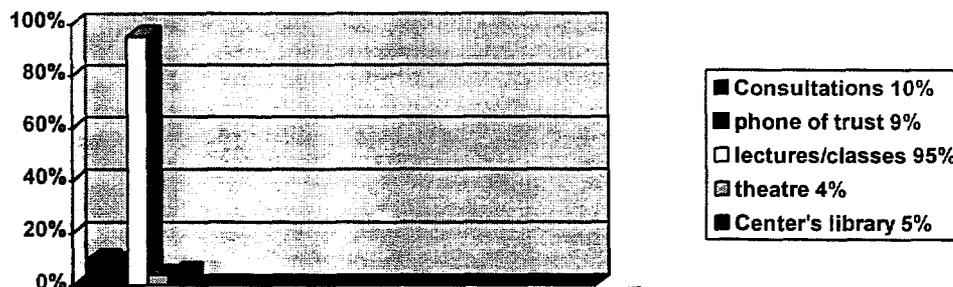


Below you can see the processed data, received through the questionnaires filled in by teenagers, and these data illustrate the teenagers' attitude towards the Center.

As a result of the classes and activities, conducted by the Center, has your attitude changed regarding various issues of sexual culture?



Demand for various services provided by the Center



The staff of the Center consider that the main goal of the project is improvement of teenagers' awareness about sexual culture and on how to use contraceptives. To the staff's opinion, it is very important to provide a teenager with sufficient knowledge in the area of sexual education so that a teenager could have the opportunity to make the choice himself, at the same time the personnel is quite sure that they cannot influence the behavior of a teenager. That is why it is very important to study the actual impact of the project on decrease of teenage undesired pregnancies and decrease on venereal diseases occurrence in this district. Probably, on a more advanced stage it will be possible to study the trends in the statistic dynamics in the district and to study the impact of the project on the changes in rates. Unfortunately, currently it is impossible to do, because the Center does not have any contacts with health-care institutions in the city, therefore the statistics necessary for analysis is unavailable. And it was impossible to get these types of data through the Heads of Administrations.

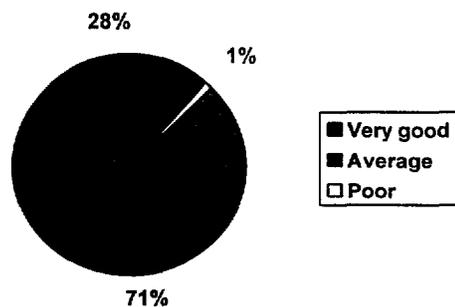
### Work with the adult audience

The staff of CFSC conduct weekly meetings with the parents of the teenagers, trained in the Center. Overall, these meetings are similar to the meetings conducted in schools. During these meeting the staff of the Center conduct surveys and distribute questionnaires on various aspects of the Center's activities. This is also done in order to learn whether the parents consider the early sexual education for their children to be of importance. In the majority of cases the parents think that the later their child learns about sexual relations, the better. In such cases the staff of the Center conduct educational conversations, as well as special classes where they have to persuade the parents in the necessity of such classes. Similar meetings are conducted with the teachers of general education schools.

The questionnaires distributed among the teenagers and the adults show that the children are willing to acquire such knowledge and favor the Center's activities, at the same time the majority of the parents consider such activities premature, sometimes even negative.

(Recommendation is to conduct more work with the parents).

How do you rate the Center's activities:  
(responses of the teenagers)

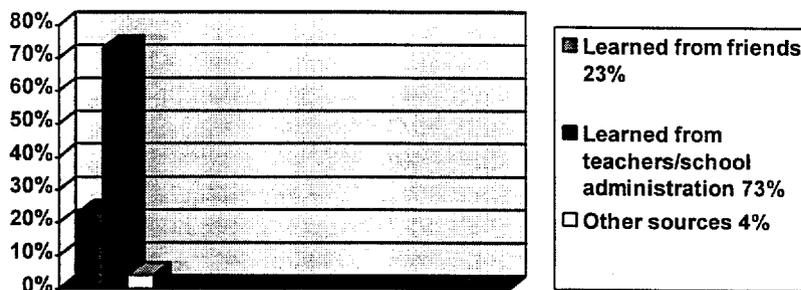


85

If to talk about the reputation of the Center among the population of Yaroslavl, the questionnaires have shown that the Center is well known in Dzerzhinsky district and quite unknown in Yaroslavl in general. Though there were several publications in the local newspapers and approximately once a month there is the information on radio about CFSC, but all of this is very irregular, and unfortunately the community of Yaroslavl is not much aware about the existence of such an organization in their own city.

Below there's a chart showing the structured responses of the teenagers on the questions from questionnaires. These responses confirm the fact, that the teenagers learn about the Center primarily from teachers and school administration, i.e. just before the beginning of the training, or from the friends from higher grades, who've already passed one or several stages of education in the Center.

Information about the Center.



These data show that the existing promotion of the Center's activities in Yaroslavl is not very effective, therefore the staff of the organization have to seriously analyze this problem and find the ways to deal with that.

## Organizational Structure

The organization was created in 1989 as an experimental subdivision of Training-production complex. Due to the fact that the organization's activities were limited by financial and material resources, as well as by strict limits of the training process, because of such managerial structure, the founders of the Center started to look for other ways and opportunities for continuation and development of their activities. It was a wonderful idea to create the public organization "Center for the Formation of Sexual Culture", acting along with the existing institution. Though CFSC wasn't officially registered yet, the members of the organization have received the opportunity to apply to the sponsors for funding their own ideas. As a result of this work the staff developed the program on sexual education for teenagers together with Planned Parenthood of Northern New England (PPNNE, Burlington, Vermont, USA), which was supported by the World Learning,

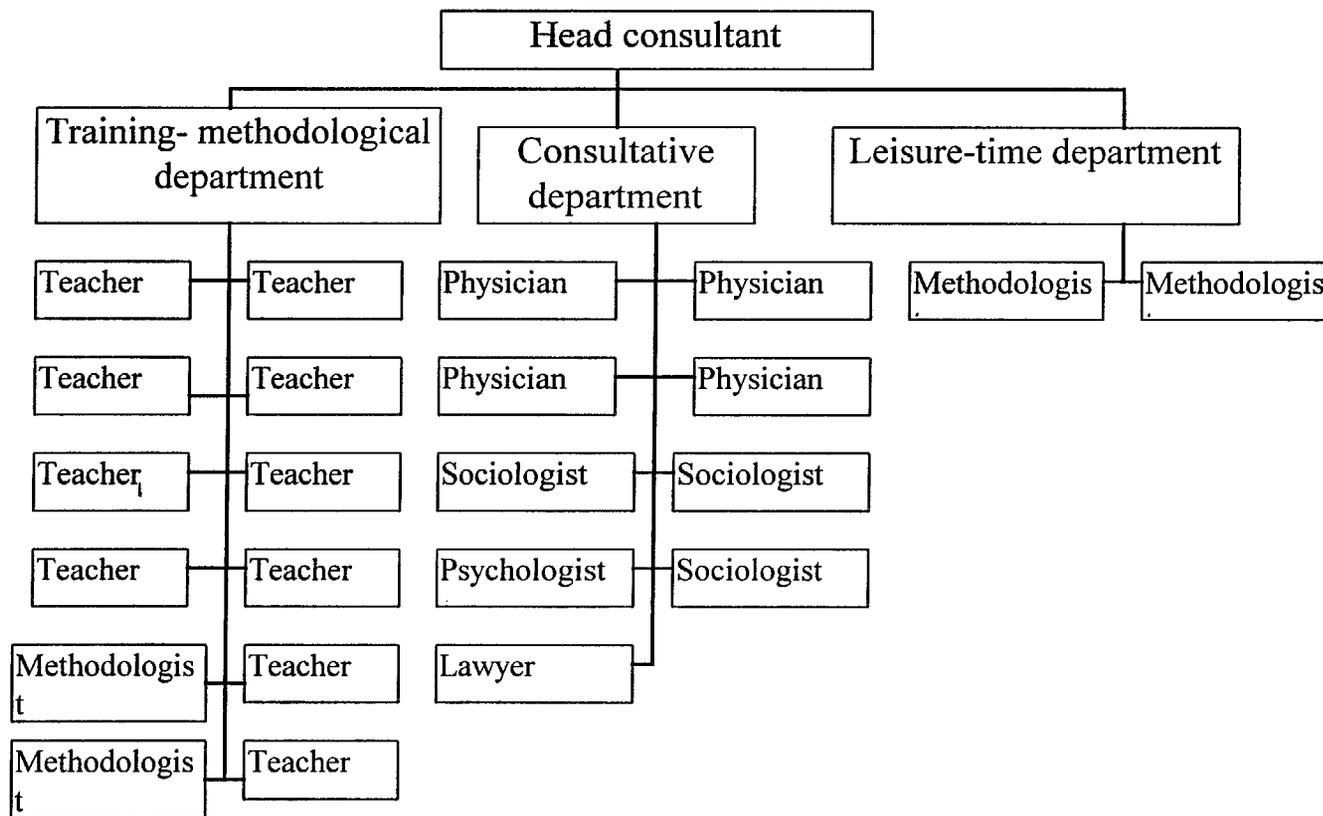
and therefore CFSC managed to receive the grant. While working in the project the organizers were conducting the activities on changing the public opinion and strengthening their own ideas. The result was the creation of a separate organization “Medico-pedagogical school” in 1991, which has acquired the status of educational municipal institution, as well as municipal funding. There are 26 people on staff in the organization. It’s structure is presented on Figure 1. The head of the organization is the Director (Valentina Shelkova), who supervises three subdivisions of the organization: training-methodological (headed by Alexander Shmaglit), leisure-time (headed by Yelena Zalubovskaya), and consultative, headed by the Director herself (Valentina Shelkova). Teachers, physicians and methodologists report to the heads of subdivisions (Fig. 1)

As it was mentioned earlier, the important stage of the project development was the registration of the Public organization “Center for the Formation of Sexual Culture” as a result of working under the grant. This Public organization operates at the site of “Medico-pedagogical school”. The structure of the Public organization has the linear management structure - it is headed by the Director, supervising the heads of various projects. Each head of the project is supervising physicians, teachers and other specialists who directly work with teenagers (Fig. 2).

As it is obvious from the description of the structures, they are similar not only in their organizational structure, but also in the types of activities. All leading staff members work simultaneously in two organizations, since these two organizations actually work on one and the same program, complementing the functions of each other. In this case we shouldn’t ignore a very successful combination of two different (in terms of legal status) types of organizations - public and state. The combination of these two forms enabled the staff members to expand their activities, to draw in volunteers. The official registration and the status of Public organization have opened additional opportunities for acquiring material support from various charity foundations, and this was successfully demonstrated while working on the program of the World Learning.

Figure 1.

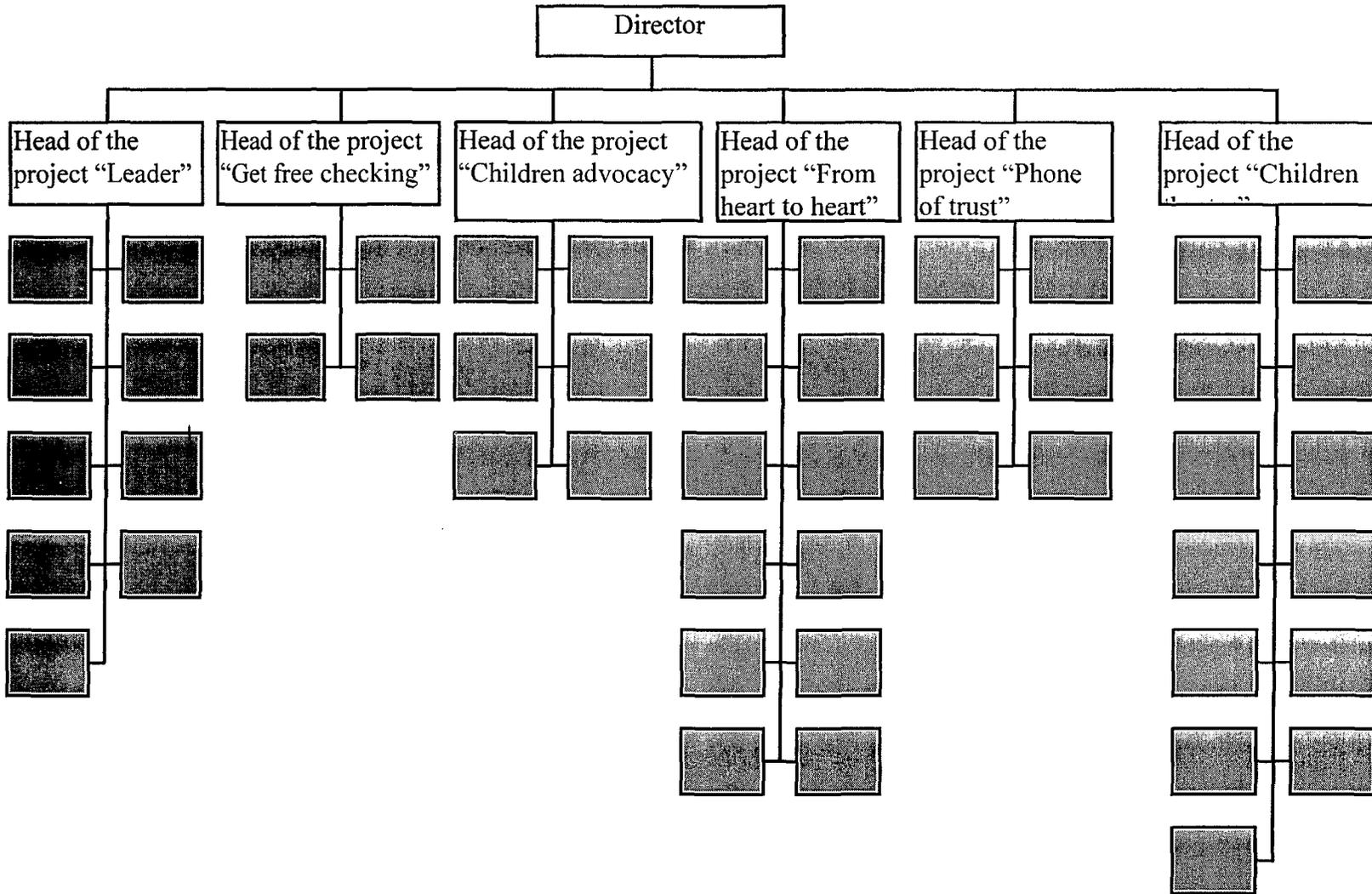
Medico-pedagogical school



88

Figure 2.

Public organization CFSC



29

## **Sustainability and financial stability of the organization**

The first thing which it is necessary to mention is that as a result of the project implementation based on the American model, the Center has proven its activities' importance and has received the budgetary financing. Currently the Center works in collaboration with the municipal authorities of Dzerzhinsky district, and has received status of the district Educational municipal institution "Medico-pedagogical school".

If to talk about the organization itself, it's possible to say the following: the personnel team is very dedicated to their work, however, the difficult economic situation in the country impacts the activities of the Center, too. The salaries of the staff members cannot be considered to be high.

The staff of the Center have applied for financial assistance to the international charity organizations twice (to McArthur Foundation and to USIS), but, unfortunately, they received the denial. And one of the confusing facts is that a practically approved grant from USIS wasn't signed at the last moment because of the replacement of the announced head of the project from Russian side, and there have been no clear explanations presented to the representatives of the USIS.

A big achievement in terms of financial stability of the organization was the fact that they've received funding from the local budget, however, this amount is not enough for proper functioning of the organization. In order to cover routine expenditures the Center has created a self-financed service, which provides services for charge to the population, that include the following:

- the pregnancy tests are performed, and the cost of it is lower than the cost of self-tests, sold in pharmacies (such test in the Center costs 10000 roubles, in the pharmacies - 15000 roubles);
- the service performs selection of contraceptives and conducts the consultations for women.

This department also provides services for charge in using the office equipment for other organizations (e.g. copying services, fax, e-mail).

The self-financed department conducts trainings for charge for the Institute of Continuous education for the teachers, for Pedagogic Institute (for the department of social work), and for the department of psychology in the University.

The money earned are invested in renovation of the Center's facilities, as well as for organizational development.

Besides that, the staff of the Center conduct lectures for charge in the higher education institutes in the city. The Russian Ministry of Health has provided 40 mln. roubles for publishing a brochure about the Center's activities.

### **Strong points of the project**

1. The main goal of the project is the support of the Center for the Formation of Sexual Culture as an organization, as well as strengthening its positions so that in the future the Center could become an independent, sustainable and stable organization and could continue its educational work in the area of sexual culture.

According to the main goal, the project could be considered to be successful, since with the help of this project the staff of the Center have managed to persuade the local authorities in the necessity of sexual education for teenagers, as well as managed to acquire the status of district educational municipal institution and received the budgetary financing. Therefore, the organization succeeded in proving its sustainability.

2. Thanks to the project, the Center has acquired the status of Public organization, and therefore has expanded its activities, its resource base and now it has the ability to apply for the financial assistance to charity foundations.
3. During the discussion with the project supervisor from USAID Marina Grigorieva we found out that the project was unique and could be replicated to other regions of Russia, however, it hasn't happened yet.

The project had a wide impact. As a result of its activities, the age limits of the teenagers eligible for the training, were changed. Before the project, only the students of 9th-11th grades were trained, wherefore when the project started to work, all the students and schoolchildren of Dzerzhinsky district, starting from the 5th grade (11-12 years old) undertook the trainings. Teachers and parents of the children attend the meetings, conducted by the Center. As it was mentioned earlier under the section on project activities, many of the parents do not consider the Center's activities to be useful for their children. Therefore, the staff of the Center have to conduct the educational meetings for the adults as well. Though it is very difficult to calculate and present the exact data for the report, we can assume that a certain part of the adult audience change their views about sexual culture and sexual education for teenagers after such meetings.

4. During the project there were six seminars-trainings, and the majority of them were conducted as individual trainings for the staff members of the organization, that is why they were highly effective and improved qualification and professional skills of the staff of the Center. The leaders of the Center undertook the trainings on organizational management, public relations, fund-raising, marketing of the services, and on how to work with volunteers. The knowledge acquired is the valuable asset and is very significant for the successful work of the Center.

5. Thanks to the project, the modern American methodology in the area of sexual education for teenagers was adapted to the local conditions and are successfully applied nowadays. Regardless of certain difficulties, which will be discussed later, in general the ways of work with teenagers have become popular with the young audience. Especially we would like to mention children's theater "Aquarium", enthusiasm of the participants of the mini-performances, as well as a very active response from the spectators, who become involved in discussions on various important moral and ethic issues after the performances.

6. Among the strong points of the project we would like to note creation of the self-financed department of the Center, which provides the following services to the population: performs pregnancy tests, conducts selection of contraceptives, as well as provides consultations for women. The department also provides services for charge to other organizations in using office equipment (photocopying, fax, e-mail).

The self-financed department conducts trainings for charge for the Institute of Continuous education for the teachers, for Pedagogic Institute (for the department of social work), and for the department of psychology in the University.

The money earned is used for technical needs of the Center, as well as for organizational development, and this promotes financial sustainability. (It is worth mentioning that the prices for services and various preparations are lower in the Center, than in Yaroslavl itself. For example the cost of pregnancy test in the Center costs 10000 roubles, in the community pharmacies - 15000 roubles).

### **Weak points of the project**

1. While working with volunteers the participants of the project faced certain difficulties. These are related to the fact that most of the young people who came to work as volunteers studied quite well and were successful in classrooms, however, they could not or didn't want to work in this area. The participants and organizers of the project, both from America and Russia, explain this situation by immaturity of certain teenagers and by certain psychological specifics, like shyness, reserved personality, inability to overcome the barrier when talking to the big audience.

The initially planned program of preparing volunteers to work around the oblast did not succeed at all.

The work with teenage volunteers who supervise teenage girls who came for the first time to visit gynecologist, is partially successful. When the girls work together with the supervisors of the project, everything works out ideally, but when the teenagers are left by themselves - the problems of communication are quite frequent. The American

partners have been expressing their doubts about this type of work, pointing out immaturity of teenagers, but the Russian partner kept its ground.

The staff of the Center consider that the main reasons for the failure of this part of the project were:

1) somewhat irresponsible attitude of teenagers to this program, like "I got form this program everything I wanted, and what is going on for the others - it's not my concern".

2) the consciousness of the teenagers is not completely mature, like "I'm too weak myself, I don't have enough of strength to support anybody else".

2. One of the areas in which the project has been working is the creation of the network for communication and interaction among the organizations dealing with the same types of activities. It became clear from the conversations with the staff members, that there certain steps made in this direction. For example, the Center keeps in contact and conducts experience exchange with St.-Petersburg Crisis Center for teenagers (the head of the Crisis Center is Mr. Lunin).

3. We were also informed that in Yaroslavl oblast (in Rybinsk, Uglich and Pereslavl) there are the organizations that deal with sexual education for teenagers, and the Center has periodical contacts with these organizations and shares acquired knowledge and methodology with them, however, it is too early to speak about well established work of this network and on-going experience exchange.

### **Certain comments**

1. It is quite difficult to evaluate the impact of the project in this district. There was no mechanism for evaluating the results of the project planned. The participants of the project view their mission in disseminating the knowledge on sexual culture and providing the teenagers with the right of choosing their own model of behavior.

2. After the interviews with the staff of the Center it became clear that there are certain disagreements inside the organization itself. The failure in receiving the grants was not openly discussed and analyzed in the organization. Though the organization was provided with the means of telecommunication through the project, not everybody at all uses them. It is possible to use e-mail for communication only with the director of the organization. The staff do not have the personal access to such a convenient way of communication. To our opinion, this is a severe violation of the rules on using the equipment received through grant money.

### **Recommendations:**

1. Overall work of the Center is important and necessary. The project could be considered to be successful. The Center should continue its activities.
2. The leadership of the Center should analyze the failures in working with volunteers. They should revise the criteria for selection of teenagers for volunteer work, taking into account the driving force behind the desire of the teenagers to become volunteers. Is this part of the project, called "Teen Team" cannot be brought up to the necessary level, then it is probably advisable to refuse from this activity, considering that the other parts of the project, like the "phone of trust" and children theater, operate quite successfully.
3. It is recommended to improve the relationships inside the organization itself through the open discussion of all the drawbacks and developing a way for conflict resolution. Probably, it is necessary to undertake the training on conflict resolution. Also, it is necessary to come to an agreement about e-mail use.
4. According to the evaluation of the first year of the project, Dr. Kohn said the following: "Probably, at least two generations of people living in Russia won't be able to see results of our efforts in the area of sexual education". We can agree with this idea, but still it seems to us that it could be beneficial for the Center to establish the contacts with the local health-care authorities, and together to develop the criteria for the evaluation of the project's impact on the dynamics of the situation with teenage pregnancy and STDs among teenagers so that in the future to have stronger evidence, supporting the importance and necessity of the Center's activities. And this may assist when applying for financial assistance to charity organizations and local authorities.
5. Since the project seems useful for replication to the other regions, it is necessary to make more efforts towards the development of the network of similar organizations, and to promote this experience.

**Annex K**

Evaluation Training Program for Russian Experts

## **EVALUATION**

*of a PVO/NIS subgrantee partnership project implemented by Central European Center for Health and Environment" in cooperation with Russian NGOs*

### **SUPPORT FOR RUSSIAN HEALTH CARE NGOS: PUBLIC HEALTH POLICY AND OTHER PRIORITIES FOR RUSSIA**

*presented for a final training workshop of the Project Evaluation Training Program for Russian Experts, organized by World Learning with participation of Management Systems International, a US consulting company.*

The present paper was prepared for training purposes by

**William Drapushko**

**Maria Zaks**

**Vladimir Yakimets**

*and cannot be used for any other purpose*

May 12-18, 1997  
Moscow

## TABLE OF CONTENTS

### A. Executive Summary

- 1. Project Goals and Objectives. Project Timeline**
  - 2. Project Participants**
    - 2.1 Central European Center for Health and Environment (CECHE)
    - 2.2 PVO partners in the United States
    - 2.3 NGO partners in Russia
  - 3. Project Evaluation and Major Questions - Chart**
  - 4. Impact Evaluation**
    - 4.1 Evaluation - Donors and Stakeholders
    - 4.2 Partner relations with US organizations
    - 4.3 Effectiveness of the Professional and Administrative Training for NGO Representatives. Sufficiency of Technical Assistance.
    - 4.4 Evaluation of the increased organizational and administrative potential of Russian NGO project participants.
    - 4.5 Evaluation of urgency, novelty, and depth of the research
    - 4.6 Dissemination of knowledge and results
    - 4.7 Public health care: propaganda and activity
    - 4.8 Evaluation of the impact on decision-making system in public health
    - 4.9 Evaluation of goals and the degree of their accomplishment.
    - 4.10 Progress in the NGO coalition-building process
  - 5. Organization of the Evaluation Process**
  - 6. Conclusions and Recommendations**
- Appendices
- 1 Bibliography
  - 2 HEF and ADP Diagnostic Profiles
  - 3 Equipment Purchased under PVO/NIS Project
  - 4 Evaluation Questions

## **A. Executive Summary**

The project is a unique attempt to create a network of sustainable NGOs in the sphere of public health. For this purpose a Russian-American partnership of NGOs was established. Effective training on management and organizational development was carried out for Russian NGO staff. Also, a number of HEF and ADP employees participated in profound training at five leading US NGOs.

An in-depth plan of the project activity was developed and priorities for Russian NGOs were identified.

Necessary hardware and software were purchased.

Information bulletins on public health critical issues are issued on a regular basis.

Key Russian partners - HEF and ADP - are now considered advanced and stable NGOs, this was confirmed by a series of new grants after the project was closed down. Total new funds exceeded the previous grant three times. However, other opportunities for fundraising have been ignored.

- The NGOs constantly use telecommunications systems.
- The Russian Public Health Association (RPHA) with over 40 affiliates was founded.
- A large-scale forum for anti-alcohol campaign was held. Various government bodies have been provided with practical recommendations.

## 1. PROJECT GOALS AND OBJECTIVES. PROJECT TIMELINE

As it is described in [1, 2, 4] the main reasons for the catastrophic situation with public health in Russia are a very polluted environment and an inefficient health care system, characterized by lack of disease prevention measures, obsolete equipment and isolation of practicing physicians from state-of-the-art technological, medical, and scientific achievements.

Alongside with alcohol abuse, smoking, poor nutrition, lack of physical exercise, and use of unsafe water and food, this situation is caused by lack of dynamic, decentralized infrastructure policy in public health.

Based on the US experience where PVOs play an important role in lobbying reforms, expansion of the non-government sector through a growing variety of services, and fight for key elements of public programs the designers of the project believe that its major goal was to create and strengthen a network of Russian NGOs.

Therefore, it was decided to establish a Russian-American NGO partnership in the sphere of public health.

A list of 10 NGOs (five from Russia and five from the United States) is given in [2, 4]. It was expected that Russia will be presented by:

- HEF, Moscow, and 6 affiliates in Yaroslavl, Lipetsk, Kirovo-Tchepetsk, Murmansk, Petrozavodsk, and Novosibirsk.
- the Association of Physicians of the Don, ADP, Rostov
- the Union of Consumers of St. Petersburg,
- the Foundation of the Handicapped, Nizhny Novgorod,
- Cerebral palsy and encephalitis association, Tomsk.

However, the last two organizations were not involved in the project. HEF and ADP became the leading Russian organizations. Partner relations were established with St. Petersburg Consumer Union. Another five American NGOs selected by CECHE participated in the project.

Initially the **goals of the partnership** were defined as follows:

- Enhancing the organizational and administrative potential of the selected Russian NGOs;
- Conducting professional training for the members of the above NGOs and providing technical assistance to them;
- Strengthening and expanding cooperation among Russian NGOs.

The project also intended to develop an association of public health NGOs.

The final goal was formulated as follows:

**Guarantee sustainable functioning Russian NGOs with increased potential.**

Such a statement may sound amazing. All categories of the Russian population (120 million people) were considered as project beneficiaries. It was expected that they

will be affected by various project activities during the two project years. This goal was not achieved mostly because of its declaratory nature.

See the table for the two-level list of major goals for the donor-funded project for 1994-1995. The list was generated on the basis of the project reports.

### Table 1. Major project goals

#### ***Sustainable development of main Russian partners***

- Training on NGO management, fundraising, planning
- Specialized (medical) training
- Training in US PVOs
- Establishing partner relations with US PVOs

#### ***Creation of an interactive network of Russian NGOs***

- Creation of the Russian public health association
- Improvement of communications
- Creation of a WEB-page

#### ***Development and implementation of public health policies, including:***

- Initiation and lobbying of draft laws
- Implementation of an anti-alcohol program
- Use of mass media in the interests of public health
- Implementation of an anti-smoking campaign
- Bulletins for medical workers and NGO volunteers
- Publication of a series of reports ("Health for all - all for health")

#### **Project Timeline**

The project was initially scheduled for the period of October 1, 1994 to December 1, 1996, so at the time of this evaluation the project had been phased out. CECHE requested additional funding and time to continue the project during the first six months of 1997. A proposal was drafted [3]. World Learning was only able to grant a 3-month no-cost extension, as we were informed by Donna Barry, World Learning, Moscow Office. HEF is now seeking funding from other organizations. Below is the project timeline:

Start	Evaluation 1	Final Report	Looking for funding
Oct. 1, 1994	January 1996	Dec. 31, 1996	Jan. - May 1997

the period when the present evaluation was carried out.

## **2. PROJECT PARTICIPANTS**

### **2.1 Central European Center for Health and Environment (CECHE)**

The Central European Center for Health and Environment (CECHE) is a US private non-profit organization (501(c)(3)). It was founded in 1990 and the headquarters are located in Washington.

Its mission is to support democratic changes in Central Europe and the former Soviet Union by means of initiating, coordinating and advising on public health improvement and decreasing the negative effect of polluted environment. For this purpose partner relations between US and European experts have been established. They work on the implementation of public sector reforms and private sector development in the following four spheres:

- environment and public health;
- reforms at municipal level;
- professional training;
- public education.

CECHE contribute to the project their experience and knowledge in the first and the third areas. Find more information about CECHE in [6-8].

### **2.2 PVO partners in the United States**

The main US partners for the project were the following organizations which were selected by CECHE:

1. S.I. Newhouse School of Public Communications, Syracuse Univ., N. Y.
2. Child Development Center, Georgetown Univ. Washington, D. C.
3. American Institute of Cancer Research, Washington, D. C.
4. Center for Science in the Public Interest, Washington, D. C.
5. World Federation of Public Health Associations, Washington, D. C.

These organizations are known both in the United States and abroad. They have the necessary personnel, equipment, methods and experience for providing support for newly established public health organizations. This is important for specialized training on public health topics, NGO organizational development, fundraising, contacts with mass media, etc. More information about these partner organizations in the United States (contact information, training topics) are available in [1, 2, 4, 8].

### **2.3 NGO partners in Russia**

The Russian partners were:

1. HEF (Health and Environment Foundation) with 6 affiliates (Yaroslavl, Petrozavodsk, Novosibirsk, Lipetsk, Kirovo-Tchepetsk, Murmansk)
2. ADP (Association of Physicians of the Don) with 8 affiliates (Rostov-on-Don, Azov, Novoshakhtinsk, Aksai, Bagaevskaya, Shakhty, Tselina, Novocherkassk)
3. Association of Physicians of Russia with 40 affiliates
4. St. Petersburg Consumer Union

Below is a brief description of the first two, which became the main partners.

HEF was initiated in 1992 and officially registered in 1993 after all necessary documents were prepared. HEF is an independent, non-profit, non-government organization.

Its mission is to protect and improve the public health in Russia by means of improving social and natural living conditions, environmental protection and fighting negative tendencies affecting human health. Famous physicians are members of its Board of Directors. HEF functions systematically and purposefully. Six affiliates have been established in various regions of Russia. More information on HEF's organizational structure, principles of development and management, its goals and projects implemented before the project that we evaluated are provided in [4, 5, 8, 10].

Before October 1, 1994 HEF activity was funded from various sources:

- a McArthur's Foundation grant (\$50,000) for the compilation of the first Russian atlas "Health and Environment";
- donations from the International Foundation for Mercy and Health and Association of Physicians of Russia for the registration and obtaining a license for publications on public health in Russia.
- From the beginning, HEF established a wide circle of contacts and relationships with various Russian and foreign NGOs.

The Association of Physicians of the Don (ADP) was registered in January 1994 as a non-government public association of physicians of the Rostov Region. Heads of the largest hospitals of the region and activists of ADP are members of its Board of Directors.

The mission of ADP is to develop the medical sciences and practices to improve public health, represent professional interests of medical workers in various government and public organizations. The structure of the association, management and funding peculiarities, major projects and programs are described in [4, 5, 8, 10].

Appendix 2 contains the description of missions and organizational structures for both key partners of the evaluated project - HEF and ADP.

### **3. PROJECT EVALUATION AND MAJOR ISSUES - CHART**

The organizations interested in the evaluation results:

- Representatives of World Learning in Moscow and Washington;
- Representatives of CECHE headquarters;
- Representatives of USAID;
- Representatives of HEF in Moscow;
- Representatives of ADP in Rostov.

The documents listed in Appendix 1 were thoroughly studied during the evaluation of the project. A meeting with HEF personnel in Moscow was organized. HEF President Mr. Demin demonstrated the recent materials, he was also interested in the results of evaluation. A few telephone interviews with other officials took place, e.g. with a HEF representative Mr. Zhirov and Donna Barry, Project Coordinator, World Learning. They specified a few issues that were not clearly formulated before.

To make the project and its impact more systematic we developed a flow chart demonstrating the project impact (Fig. 1): the main participants, interaction between them, the hierarchy of project goals, main partner activities and structure of NGO operations in Russia.

The chart allowed us to formulate the following evaluation-related questions:

- was the performance efficient?
- did the activity correspond to the goals?
- were the work plans well-prepared and systematic?
- was there any progress in terms of sustainability, stability, cost-efficiency?

The groups of such questions in the chart are denoted by A to J.

#### **4. EVALUATION OF PROJECT ACTIVITIES**

We have chosen the descriptive pattern of evaluation after analyzing all available documents. For this purpose we used the results of interviews with Russian project participants and evaluation methodology studied at the first training sessions. In this case our task was to formulate questions so that actual results could be compared with the expected ones after project tasks, goals, processes and organizational decisions were structured and systematized.

The main questions formulated in the previous section were grouped into five categories:

**Category 1.** Degree of feasibility of main donors' and stakeholders' intentions. All questions from group A.

**Category 2.** Unique and genuine partner relations between Russian NGOs (beneficiaries) and foreign NGOs, and between Russian NGOs that joined the coalition. Questions (B, C, and D) and (J).

**Category 3.** Efficiency and stability of Russian NGO development, as well as a network of such NGOs. Questions E, F, G and J (those concerning RPHA results for individual programs).

**Category 4.** Degree of influence on the existing decision-making system in public health. Questions H as well as E, F, G and J.

**Category 5.** Feasibility and degree of accomplishment of initially declared goals. Questions I.

## **A. Evaluation - Donors and Stakeholders**

### **1) Was the expected effect accomplished?**

A few factors determine whether expectations were justified or not:

- was the choice of Russian partners correct appropriate for this project?
- Was the grant planning and grant management on the part of the major grantee adequate?
- Were all major partners enjoying equal rights?

Although the main partner under the project were comparatively "young" (CECHE established in 1990, HEF - in 1993, and ADP - in 1994), they profited by the rich experience of World Learning and five US PVOs and drafted an acceptable plan of public health reform in Russia.

The **essence of the plan** was **technical assistance** and **methodology support** for potentially powerful Russian NGOs. The assistance was provided by means of a **professional evaluation of**

- (1) degree of their organizational development,**
- (2) needs, and**
- (3) priorities.**

The evaluation was followed by :

- (a) economically feasible schedule of training;**
- (b) purchase and delivery of carefully selected equipment;**
- (c) profound practical training of key Russian staff in appropriate skills and knowledge with US PVOs.**

The above scheme turned out to be very successful and efficient, it allowed them to enhance selected Russian NGOs as well as avoiding possible common mistakes in the process of development.

Undoubtedly, the impact expected by USAID, the main donor of the project, was accomplished. This will be described in detail in Sections 4.3 through 4.8.

**Table 2. BUDGET COSTS**

Line item	For the period of Oct. 1, 1994 to Dec. 31, 1996; USD	%
Salaries for US PVOs, CECHE-Moscow, Berlin and Washington	283,343	42
Purchase and use of equipment, payment to consultants	164,567	24.4
Transportation, tickets, per diems	111,671	16.5
Communications	53,076	7.9
Other direct costs (rent, supplies)	41,215	6.1
Evaluation	1,730	0.2
Audit	19,863	2.9
<b>Total</b>	<b>674,805</b>	<b>100</b>

**Note:**

The total costs of \$674,805 are broken down as follows:

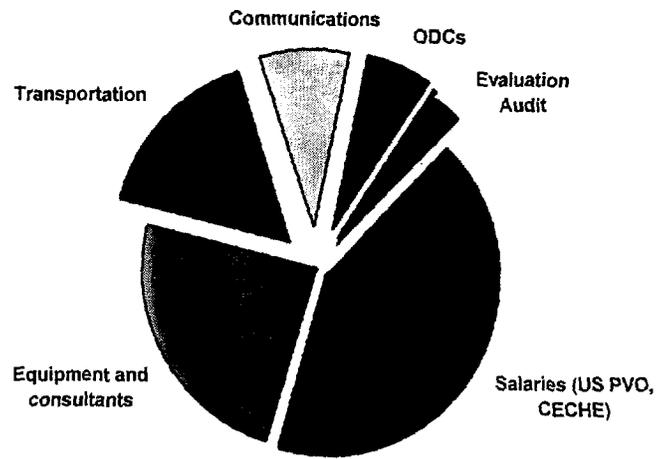
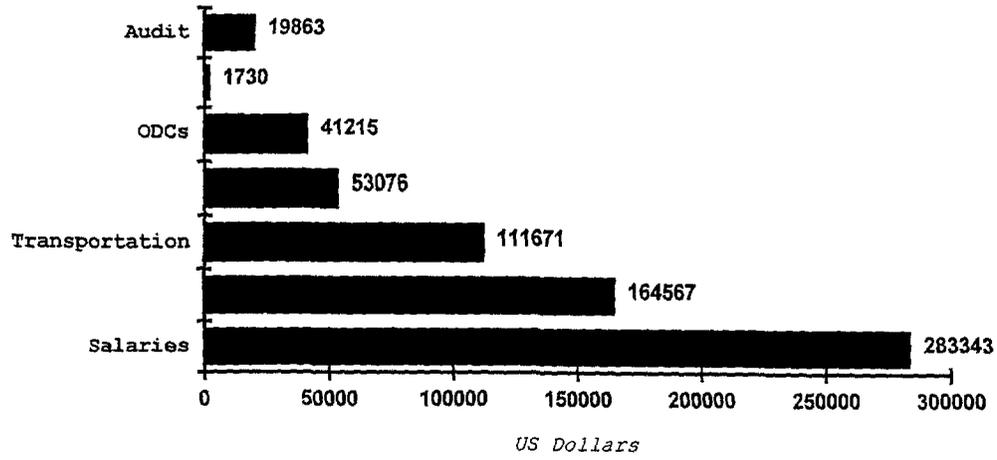
1) USAID (through World Learning)	\$400,000	in cash	59,3%
2) CECHE	\$251,975		around 37%
	including	\$118,869	equipment, consultants
	i.e.	\$155,936	in cash 62% of total CECHE contribution
	including	\$44,882	salaries
		\$58,286	transportation
		\$14,298	communications
		\$13,635	Other
	total	\$131,101	

Main Russian partners received:

\$50,025 and equipment (PC, printer, copy machine and software) to HEF

\$\$ + Equipment (PC, printer, copy machine and software) to ADP

**FIG.2. BUDGET COSTS  
(1994-1996)**



## 2. Are achievements comparable with donations?

The answer to this question has never been easy. After any project is closed down, both participants and supervisors can see what could have been done better. It is no exaggeration to say that no genius can offer a super operational plan for a crisis economy. Nevertheless, it is worth trying to compare the scope of achievement with the amount of donations. Let's first see Table 2 and Figure 2.

The line items of the project budget are shown in Table 2. The total costs of \$674,805 are very impressive for the present-day situation in Russia. Using the exchange rate of \$1 = Rbl6,000, the total cost amounts to over 400 billion rubles for two years or over 17 billion rubles per month. This amount is equivalent to a monthly minimum wages for 200 Russian citizens over a two-year period. Isn't this a lot of money? In conditions of chronic delays of salary payment, mass unemployment, etc., funds could be channeled to other things, e.g. a well-equipped clinic for alcoholics (one of the main topics of the project), or all necessary materials for a dozen of clinics in rural areas of Russia.

To avoid such disputable statements one must first remember what the main results of the project were (both cash and immaterial):

- - over 200 people acquired the basic skills and knowledge on the following: telecommunications, English, organizing conferences, fund-raising, lobbying, mass media, human resources management, strategic planning;
- - four key members of HEF and ADP joined five US PVOs for profound training on critical public health issues;
- - both HEF and ADP received computer, photocopy, and communications equipment, necessary for their operation and publication of bulletins and books;
- -both HEF and ADP started publishing their bulletins on a regular basis and circulating them in the regions among those who make decisions in the public health sphere;
- - HEF organized the training and publication of a series of books "Health for all - all for health", some of them are unique papers on public health problems and their solutions;
- - A non-traditional anti-alcohol forum was organized;
- - the Russian Public Health Association was founded.

These achievements prove that they are comparable with the donations, not only because the training costs were relatively high: the acquired knowledge and skills laid the basis for a more efficient solution of public health problems, which are critical for the whole nation.

No need to worry that a major part of the budget went to salaries for CECHE and US PVOs...

foreign partners, a number of the above achievements would not have been possible, and what is even more important - the potential of Russian NGOs would not have been used. When analyzing the documents for the evaluation, one notices that not only were the Russian NGOs included to the full potential, but they are still working on and producing realistic and positive benefits.

### **3. Is the post-grant development of NGOs satisfactory?**

Many donors want their grantees to structure their work in such a way that would enable them to develop successfully even after the grant is over. So we give a positive answer to this question. It is enough to say that even before the end of the project. HEF prepared a number of grant applications and received:

- - \$69,375 from the Canadian PHA for the establishment and management of the RPHA;
- - \$43,000 from the USAID to organize and hold the anti-alcohol forum;
- - \$20,000 from the Program for Civil Initiative Support for the publication of a series of reports; and
- - a grant from World Learning to cover the cost of their circulation.

The ADP success is also impressive:

- - \$30,000 from Abt Associates to publish bulletins and create a database;
- - \$10,000 from Azov Administration to create an educational video center for teenagers;
- - \$3,000 from AIDS Infoshare International to make a video on use of contraceptives and STDs.

The ideas and approaches generated in the project, as well as the grants listed above allow these organizations and the RPHA to continue their operations in 1997 at the same scale and with the same intensity.

#### **4.2. Partner relations with US organizations**

##### **1) What was the role of US partner PVOs in the establishment and development of public health in Russia? Was the partnership genuine?**

First - The partnership of Russian NGOs and US PVOs in the form of joint training and practical training in the United States, was temporary and very important, but their interests did not always coincide. These were the relations of the teacher and the pupil. The interaction between the partners became much more intensive when they started drafting plans - together.

Here their efforts doubled and tripled. However, the paternal attitude of CECHE to the Russian partners, especially in the area of financial management, destroyed partnership illusions. The Russian NGOs were not fully involved in this part of the project. The inequality distorted the idea of the Russian-American partnership, and - in our opinion - did not let Russian NGOs fully learn the know-how of financial management (for which we are very sympathetic to the Russian NGOs). This may negatively affect their activity after the grant is over.

The positive aspect of the partnership was that Russian NGOs received "references" from their American colleagues for joining various international structures. Thus, the creation of the RPHA was supported by the counterpart organization in Canada. Later the RPHA joined several international associations.

Secondly - Strong interaction between NGOs appeared, which stimulated the creation of the RPHA. About 50 regional organizations joined it. The results of RPHA activity (e.g. Anti-alcohol Forum) demonstrated that it was a fruitful partnership, especially when the Forum was financed by both USAID and Canadian PHA.

**2) What American experts participated in the project? What was their participation like? Was their contribution adequate to the costs of the training of Russian NGO staff?**

The list of main partners (Russian NGOs and US PVOs) is shown in Fig. 3., you can also see how their interaction was organized. Three ADP and one HEF representatives participated in the US practical training (internships). Also the following foreign specialists took part in the training:

Dr. Fiona Chew, Professor, S. I. Newhouse School of Public Communications, Syracuse University, N. Y.

Nancy Striffler, Director, Child Development Center, Georgetown University, Washington, D. C.

Marylann Gentry, President, John Louch, and Professor Colin Campbell, American Institute of Cancer Research, Washington, D. C.

Dr. Michael Jacobson, Director, Center for Science in the Public Interest, Washington, D. C.

Diana Kuntz, Executive Secretary, World Federation of Public Health Associations, Washington, D. C.

Dr. Sushma Palmer, Chairman, CECHE.

The above specialists as well as other scientists (about 40 people) offered their services free of charge.

They provided an in-depth insight in the following topics:

**Standards of medical service** (evaluation of quality of medical services in the United States, evaluations' influence on payment for medical services, types of norms of medical services, medical technology, regulatory organizations, norms in medical insurance, drawbacks in health care, etc.)

**Patients' rights** (laws, regulating the rights; organizations which guarantee patients' rights, medical associations responsible for the policies and monitoring of observance of patients rights, protection for medical personnel against incompetency accusations, certification of physicians)

**Public health and disease prevention policies** (US government policies, control in the sphere of public health, development and implementation of prevention norms)

**Role and status of NGOs** (sources of funding, methodology and lobbying, participation in electoral campaigns)

**Public education and mass media** (funding for educational programs, social marketing)

This is an impressive list. Familiarization with these tendencies was very helpful, especially for the transition economy existing in Russia these days.

#### **4.3. Effectiveness of the Professional and Administrative Training for NGO Staff. Sufficiency of Technical Assistance.**

##### **1) What was the impact of the training on:**

- **telecommunications;**
- **English;**
- **organization of conferences;**
- **fundraising;**
- **management;**
- **profound professional training in the United States;**
- **lobbying;**
- **work with mass media;**
- **human resources management;**
- **strategic planning.**

Undoubtedly, the training had a positive effect on the NGO activities. Below are two examples.

Fundraising. In the previous sections we have already noted that NGOs became very active in the field of fundraising. To be precise - in the field of grantmaking. Unfortunately, they became addicted to grants and ignore other numerous ways of securing resources for their work. However, while applying for grants they have learned the long and difficult way of preparing professional proposals. The \$69,375 that HEF received from the Canadian PHA for the establishment of the RPHA, \$43,000 from USAID for the organization of the Anti-alcohol Forum, \$20,000 from the Program for Civil Initiative Support for the publication of a series of reports; - a grant from World Learning to cover the cost of their circulation prove that the training on proposal writing was effective.

Organization of conferences, human resources management and administration. Obviously, the acquired knowledge significantly affected the organization of conferences by HEF and other RPHA members. The RPHA Council initiated the project "All-Russian Forum for the Public Health policies "Alcohol and Health" (Forum), September 1, 1996 - May 1, 1997.

A new unique scheme for a discussion of socially important problems was elaborated. It enabled a wide range of experts in different locations to participate in developing a collective opinion. Uniting them in a huge audience provided for comprehensive consideration of the problem.

The scheme of the forum: twelve conferences were organized, all the participants were provided with materials for preliminary consideration, then a final conference was held, where they discussed summary reports on all twelve conferences. All the participants received draft final versions and requests for opinions. An opinion is similar to vote. The final document is updated as the opinions come in. By March 1997 all opinions will be collected and registered. A book with Forum materials will be compiled and published.

Such a scheme saves a lot of money, the final conference was attended by select representatives, while many others were able to participate in the discussion. The total cost of the Forum was about \$40,000, including the publication of the final documents. The book will have the circulation of 3,000 copies. It will be also translated into English.

Probably, a patent can be obtained for such a scheme.

## **2) Do the NGOs have enough equipment and materials for independent activity? What kind of technical assistance did Russian NGO receive?**

If a NGO representative says that the available equipment is quite sufficient, we would not believe him. Life continues and hardware and software, as well as telecommunications and photocopy equipment change quickly. It is understandable that organizations want to have the most sophisticated equipment.

In addition, the tendencies of NGO operations are changing and improving. New tasks are added. When the representatives we interviewed said that they would like to purchase more equipment, that did not mean that the available equipment was not enough. On the contrary, computers, software, fax machines, printers and modems supplied by CECHE and delivered to HEF, ADP and St. Petersburg Consumer Union, created a sufficient technical basis for the project implementation. While examining the speed and competence of how quickly they compile, edit and circulate their bulletins, one can make the conclusion that the technical assistance provided was sufficient. Appendix 3 shows the list of equipment and materials received by Russian NGOs.

## **4.4. Evaluation of the increased organizational and administrative potential of Russian NGO project participants.**

**1) Did Russian NGOs, which will be the basis of the future NGO community, manage to use the "starting" investment of the two-year grant to learn to earn money for themselves and support new community members? What part of the "starting" capital was invested in development potential?**

The above analysis proves that both NGOs - HEF and ADP, which were the nucleus of the project, reached a level of sustainability. In fact they are self-reliant and stable. The funds secured after the project was closed down are almost four times more than the funds they both received from various sources in 1994-1996 and amounted to \$180,000. It is important that a part of those funds is used for the support of new members of the RPHA community, providing for their effective interaction. Undoubtedly, all the donated funds and equipment were invested in the their development potential.

However, the addiction to use of grants is an alarming tendency. Plans are not oriented to other sources, such as the social contract. At the same time one of the organizations working with HEF is the initiator of the federal draft law on state social order.

The RPHA, created during the implementation of the project, is a powerful resource, dozens of organizations and hundreds of experts from various regions of Russia are cooperating in its framework.

**2) What part of the funding did the NGOs use for creating a basis for self-financing after the project was over and what part of the current NGO budget is used for that purpose?**

This is a vital question for other organizations, too. Unfortunately, most Russian NGOs do not pay enough attention to creating the basis for self-financing. NGO leaders are usually occupied with preparing proposals. Many NGOs do not do any systematic and complex fundraising. Mr. Demin, the president of HEF agreed that there is room for improvement in his organization. In fact, the expense part of the budget does not provide for any fundraising activity.

Mr. Demin expressed high interest in establishing a complex system of fundraising, similar to US PVOs and some of the advanced Russian NGOs.

**3) Were training activities effective? Did the NGO staff acquire experience and knowledge in the project?**

Both key NGOs are on the way of using a project strategy for their development.

During the past two years, they have developed a series of projects which are now at different stages of implementation:

- Creation and development of the RPHA;
- Publication of reports on public health policies;
- Center for Anti-Alcohol Policy;
- School for Health;
- Information bulletin "Health for All";
- All-Russia Forum :Alcohol and Health;
- Information bulletin "The Voice of the Donor";

- Anti-alcohol policies for the Don region.

The progress of both NGOs proves that this strategy is important for Russia.

#### **4) How can the progress of NGO staff in management be evaluated?**

During the visit to the HEF office we witnessed how the organization is operating. HEF has its own database of partners in Russia and abroad. The documents on project implementation are properly systematized. Bulletins and reports are compiled and edited under strict supervision.

If they lacked those management skills, they wouldn't have organized and conducted such a large-scale Forum. The staff has advanced skills of planning, organization, supervision and reporting.

#### **4.5. Evaluation of importance, novelty, and depth of the research**

- 1) How can the quality and novelty of the research be estimated?**
- 2) What was the novelty of results and approaches?**
- 3) What is the role of research results in the framework of the projects' other objectives (smoking prevention, alcoholism prevention, etc..)?**
- 4) How was project progress evaluated by its participants and those who were interested in results?**
- 5) How are the results of the research used?**

After we familiarized ourselves with the results of some of the projects, it became clear that it would take a long time to receive answers to all these questions. In addition, as none of us were experts in these fields, to be able to provide an objective evaluation we needed to find outside experts.

Therefore, we decided to limit ourselves to an interesting example, related to the anti-alcohol project.

**1) The status of the problem.** The alcohol problem had gone through several stages by the time the project began. The Gorbachev anti-alcohol campaign was followed by the increased consumption of alcohol (over 15 liters per person annually). Experts believe that this is one of the reasons for the decrease of life expectancy in Russia.

NGOs were not able to affect the situation as there were no NGOs before perestroika, later there was no external funding. And by definition, NGOs do not have any internal resources.

At the same time there were sufficient professional scientific cadre which worked on the problem and understood its significance. Their efforts were ignored. Later the activity of the RPHA concentrated public opinion on the problem, it was an impetus to the creation of a system, which would allow for a solution.

**2. The originality of the program.** The anti-alcohol program of the RPHA, unlike others, was generated in a medical framework, its goals and tasks are wider. The authors used a comprehensive approach and attracted various experts and services

(sociologists, representatives of the Ministry of Health and the Ministry of Economy, regional administration, etc.), this covers all the links of the chain. The HEF policy allows for a look at all aspects of the problem and act comprehensively, including legal initiatives. This is clear from the Recommendations of the Forum, which can be a manual for all the structures protecting against alcohol-abuse.

**3) Quality of results.** The recognition of the RPHA in Russia (at the government, NGO, and scientific level, too) and abroad may serve as an indicator of the quality of the results of its activity. For the first time after the Gorbachev campaign was over, the catastrophic situation which disrupted the security of the country, was again discussed in Russia and brought to the attention of even the Duma. The RPHA became internationally famous and participated in the WHO European conference in Paris in December 1995, and joined a number of international organizations as an authorized representative of Russia.

**4) The number of participants** (organizations and individuals), their characteristics. This program attracted lots and lots of participants. This number is not limited to 5,000 persons who could join the RPHA by now, but a greater number of people who were involved in the implementation of the RPHA ideas: medical workers, members of the Federal Council committees, speaking in favor of a dealcoholization of the country and using the RPHA materials, and other NGOs of the network which is now being created; foreign donor organizations (including a US Government representative - USAID - which financed the Forum). According to official statistics, 46 regional affiliates are establishing a circle of allies (local administrations, etc.) in all the regions of Russia (Chechnya is no exception).

**5) The main result.** The main result of the anti-alcohol campaign was the involvement and consolidation of experts and common people, which was proved by the Forum. The Forum managed to involve even those that have opposite views on the problem. There is also a leader - HEF.

Statistics. There were 7 or 8 people working at the initial stage of the project, 46 regional affiliates were created, 5 or 6 were equipped, over 100 reports were delivered at scientific conferences, over 1000 people participated in the discussion of the Forum materials.

#### **4.6. Dissemination of knowledge and results**

**Is the process of dissemination organized effectively? How, where and who uses the results of the project research? Who, how often and how receives the results of the work done?**

Materials generated during the project are circulated in different ways. Some of them have a limited audience, e. g. HEF and ADP information bulletins, they are published in limited quantities. The bulletins are circulated mostly among the RPHA participants and a few other experts. Sometimes publications are delayed.

Reports (series "Health for all - all for health" also have a limited audience. Their circulation is 1,000 copies. The publication is delayed for number of reasons.

Materials on RPHA activities were circulated by e-mail, bulletins, and media publications. They were also directly forwarded to the participants of the RPHA conferences and workshops. Immediate distribution of materials for the conferences and other RPHA activities, including seminars, as well as at other public health forums assisted in widely distributing their materials. Influential people and representatives of government structures played a positive role in the distribution of printed material and information.

Sometimes, especially after conferences or new publications, press-conferences were organized. A "happier fate" awaits the publication of the materials from the Forum activities - "Alcohol and Health". For example the information on the final conference of the Forum was forwarded by direct mail or fax to all the concerned organizations and individuals, i. e. main government structures, RPHA members and foreign and Russian partners.

Ninety copies of the report were forwarded to health structures (through the Ministry of Health). The ministry then circulated the materials to its subordinate bodies in the regions. Summary materials of the Forum will be published in Russian and in English.

#### **4.7. Public health care: propaganda and events**

**What events, campaigns and meetings for the propaganda of public health achievements were most effective? Did they influence those who make decisions? Was concern for social problems increased? In the government? Among scientists?**

**What is the major difference between NGO results and traditional achievement of state medicine in anti-alcohol and anti-smoking campaigns?**

**What is the novelty of information materials and propaganda? Are any briefings or press-conferences held to inform of research results? Are they regular and effective?**

The most significant events of the anti-alcohol campaign were:

- - All Russian conference with international participation (November 14-15, 1995);
- - Publication of a book by Nemtsov, which is now used as a basic one in universities studying alcohol-related problems. This is one of the most effective ways of propaganda;
- - Regional conferences "Alcohol and drug abuse in the Arctic Region, Arkhangelsk, November 26-28, 1996;
- -All-Russian Forum for the public anti-alcohol policies "Alcohol and Health", September 1, 1996 - May 5, 1997, including twelve conferences and an All-Russian conference "Alcohol and Health" (December 17, 1996);
- - Joining a number of influential foreign anti-alcohol organization and securing funds from foreign donor organizations.

#### **4.8. Evaluation of the impact on decision-making system in public health**

**1. What was the difference between project activity and traditional forms of**

115

2. **How do public health experts evaluate the impact of NGO programs? Does their evaluation coincide with NGO self-evaluation?**
3. **Did any new laws, draft laws, amendments to laws appear or were any proposals submitted to the executive bodies on new regulatory mechanisms and control over each of the main programs of Russian NGOs (anti-alcohol, anti-smoking, etc.)**
4. **Did the NGO develop partnerships with state legislative and administrative structures?**

Since many members of the RPHA, HEF and ADP are employed by state institutions - and some of them occupy top positions there - their interaction with the Ministry of Health and its specialized organizations is going well. The deputies of the State Duma and the Federal Council as well as representatives of a few ministries participated in the project. In addition, mass media was extensively represented at the Forum.

Among the recommendations adopted at the Forum were ideas about the drafting a federal law on anti-alcohol measures, laws on social rehabilitation of chronic alcoholics, on social preventive measures, on drug trafficking. It was proposed to create a Russian Federation Foundation for protection of public health against alcohol, organize an All-Russian conference with participation of NGOs and state government bodies in 1998, and submit an annual report to the President.

In fact the Forum methodology was developed. The Forum is considered to be a new system of a scientific exchange by organizing conferences united by an idea or a concept. This goes beyond the project framework.

- methods of exchanging scientific materials between the Forum participants were developed;
- it was planned to start working on the creation of a center for studying children intoxication;
- international relations were established; membership in International and European associations and received an invitation to hold a congress in the year 2000
- contacts with compatible International NGOs are maintained (Swedish-Russian Project, etc.);
- scientific circles are informed on the RPHA events and join the Association as direct members;
- a bulletin is published and it is planned to publish summary materials of the Forum.

Since there is no center for coordinating anti-alcohol efforts in the Russian Federation, the RPHA must perform these functions. Interaction with the Gore-Chernomyrdin Commission and USAID was established.

Direct contact with the state government structures will provide for state order and external grants for the implementation of the Forum ideas.

#### **4. 9. Evaluation of project goals and the level to which they were accomplished.**

**1) Was the idea of reforms in public health adequate and acceptable in the present-day situation in Russia? (Strengthening NGOs while there are no funding sources in the country, similar to US foundations or USAID)**

A number of project provisions that became the main prerequisites for its funding are beyond the project scope and are not directly related to the obtained results.

An example of such a provision is given in [1, 2]. A strong coalition of NGOs which may radically improve the public health situation, diversify NGO services and support key elements of public health programs. This is a disputable statement, because the system of NGOs in Russia is not sponsored through organizations similar to non-government foundations which sponsor through private foundations and the government (e.g. through USAID).

However, the first steps in the framework of the project are important. The stabilization of HEF and ADP, creation of the RPHA prove that NGOs can accomplish a great deal.

**2) Were the campaigns and project materials addressed to the whole population of the Russian Federation? Were they effective?**

Although the TV and other media informed about the project, this goal remained declaratory. The population is poorly informed of the project results, there are materials including [13], interviews of over 400 people from various regions.

#### **4.10. Progress in the NGO coalition-building process**

**1) Was the Russian Public Health Association registered?**

**2) Is this an active organization? Does its organizational structure correspond to its charter and intentions?**

**3) How does the mission of the RPHA correspond to the tasks and goals of the donor-funded project?**

**4) What is the role of communications in the development of partner relations? Do the RPHA member effectively use the telecommunication equipment?**

**5) How did the project influence the establishment of partner relations between RPHA members?**

Before the foundation of the RPHA there was no organization in Russia that could provide global coordination for all public health efforts. So the idea of the RPHA developed in the project and supported by the Canadian RPHA was very fruitful.

The organization is registered, its affiliates appeared in more than 40 regions. The affiliates must be registered and equipped. Unfortunately, the level of the telecommunications equipment available in the affiliates is very low.

The RPHA Council was organized and has very strong and authoritative members. If the RPHA continues to positively develop, it may become the main coordinator in

the area of public health. The 1st step is the creation of the Center for Anti-alcohol and Anti-smoking and anti-drugs Policies.

The organization of the RPHA membership is another task. There are two types of membership - individual and collective. It is expected that within three years there will be about 5,000 new members.

It is planned to issue a series of publications (booklets) with RPHA summary reports which are in limited circulation.

A program of training with awarding certificates is being developed. It is planned to organize training workshops on topics such as narcology, and one will soon be held in Archangelsk. Highly qualified professionals will conduct the workshops. The participants will be awarded RPHA certificates.

The Forum identified the urgency of alcohol and drug abuse and smoking among children.

- An in-depth survey will be performed in one Moscow school, an office working
- the RPHA plan on approaching local governments with the suggestion of organizing a special medical service which will work on the connected problems of healthy lifestyles and human rights
- training for doctors will be conducted.

## 5. ORGANIZATION OF THE EVALUATION PROCESS

The organization of the evaluation process is shown in Table 3. It contains information on the subject of data collection, the list of main questions, ways of obtaining data and methods of analysis.

In addition a Gantt chart was created. When creating the table the team members proceeded from the assumption that a full-scale evaluation of the project will be performed and it will include studying documents, interviewing NGOs staff, telephone interviews with World Learning and HEF representatives in Moscow.

### GANTT CHART

Stages	Weeks			
	1st	2nd	3rd	4th
1. Planning: understanding the goals and tasks of the evaluation; choosing methods	xxx			
2. Preparation initial study of the documents, compiling the questionnaire	xxx xx	x		
3. Data collection In-depth survey of the documents interviews with World Learning, interviews with HEF interviews with ADP study of project publications study press articles	xx	xx  xx x	x  xx xx	x  xx

4. Analysis of the data comparing data obtained from various interviews, comparing interview materials and documents				xxx xxx
5. Report Preliminary report discussion final report			xx	xxx x xxxx

<b>Subject of Data Collection</b>	<b>List of Main Questions</b>	<b>Methods of Data Collection</b>	<b>Methods of Analysis</b>
aining	1) Total number, 2) number of participants by NGO, 3) Costs per person, 4) Quality: number of certificates, number of new trainers	Documents, discussions, financial documents, interviews, evaluation questionnaires (not enough time for questionnaires)	Quantitative - charts, tables
actical training nships)	1) number, 2) acquired technologies	Documents, quarterly bulletins	Studying the results
chnical assistance	1) amount of equipment, 2) costs, 3) consultancy and use	Programming and financial documents	Quantitative
sustainability of NGO - raising - Technical equipment -financing	1) number of proposals in the post grant period, 2) grants share in the budget, 3) other sources - share of grant equipment - commercial projects and income	Documents, interviews	Quantitative, comparative
ble program implementation	1) scheduled publications, 2) stable and effective mailings, 3) number of secondary training sessions, 4) updates of web-pages, 5) center for anti-alcohol policy, 6) anti-alcohol program (the Don area, conferences and materials)	1) documents, mail lists, 2) telephone interviews, 3) selective telephone interviews, 4) observation, 5) documents, interviews, 6) questionnaire, phone (APD leaders, Azov administration, trainers)	1-3) Statistical analysis, 4-5) Description, 6) Content analysis, comparative (comparison with the government ones)
an PHA	1) Work plan, 2) methods and effectiveness	Documents, interviews, selective telephone interviews	Descriptive, quantitative
Network	1) network interactions, 2) external influence of the network	Documents, interviews	Descriptive
eration with foreign partners	Grants for joint programs	Documents, interviews	Descriptive

## 6. CONCLUSIONS AND RECOMMENDATIONS

The main conclusions of the evaluation fit into five categories (also listed in section 4 of the report).

### 1. *Degree of feasibility of main donors' and stakeholders' expectations.*

The expectations of the donor (USAID) and main stakeholder (World Learning) were fulfilled in that in order to complete this project to reform the public health sector the Russian partners (HEF and ADP) with the inclusion of the American PVOs were carefully selected and the project plan was adapted to Russian conditions.

The essence of the plan was to provide technical and methodological assistance to potentially strong Russian NGOs. The assistance began with an evaluation of their level of organizational development, their needs and priorities. In addition the following activities were included: economically sound and a well-thought out training plan; providing the necessary office equipment; and a program to provide key members of the Russian NGOs with internships in the US PVOs to increase their skills and knowledge.

This project plan was very successful as it allowed the Russian NGOs to successfully develop and helped them avoid the organizational development problems which many Russian NGOs experience. Undoubtedly, the impact expected by USAID was accomplished.

### 2. **The distinctive qualities and equality of the partnerships between the Russian NGOs and US PVOs as well as between the members of the coalition of Russian NGOs.**

First - The partnership of Russian NGOs and US PVOs in the form of joint training and practical training in the United States, was temporary and very important, but their interests did not always coincide. These were the relations of the teacher and the pupil. The interaction between the partners became much more intensive when they started drafting plans - together.

Here their efforts doubled and tripled. However, the paternal attitude of CECHE to the Russian partners, especially in the area of financial management, destroyed partnership illusions. The Russian NGOs were not fully involved in this part of the project. The inequality distorted the idea of the Russian-American partnership, and - in our opinion - did not let Russian NGOs fully learn the know-how of financial management (for which we are very sympathetic to the Russian NGOs). This may negatively affect their activity after the grant is over.

The positive aspect of the partnership was that Russian NGOs received "references" from their American colleagues for joining various international structures. Thus, the creation of the RPHA was supported by the counterpart organization in Canada. Later the RPHA joined several international associations.

Secondly - Strong interaction between NGOs appeared, which stimulated the creation of the RPHA. About 50 regional organizations joined it. The results of RPHA activity (e.g. Anti-alcohol Forum) demonstrated that it was a fruitful partnership, especially when the Forum was financed by both USAID and Canadian PHA.

### **3. Efficiency and stability of Russian NGO development, as well as a network of these NGOs**

The above analysis proves that both NGOs - HEF and ADP, which were the nucleus of the project, reached a level of sustainability. In fact they are self-reliant and stable. The funds secured after the project was closed down are almost four times more than the funds they both received from various sources in 1994-1996 and amounted to \$180,000. It is important that a part of those funds is used for the support of new members of the RPHA community, providing for their effective interaction. Undoubtedly, all the donated funds and equipment were invested in the their development potential.

However, the addiction to use of grants is an alarming tendency. Plans are not oriented to other sources, such as the social contract. At the same time one of the organizations working with HEF is the initiator of the federal draft law on state social order.

The RPHA, created during the implementation of the project, is a powerful resource, dozens of organizations and hundreds of experts from various regions of Russia are cooperating in its framework.

Both key NGOs are on the way of using a project strategy for their development.

During the past two years, they have developed a series of projects which are now at different stages of implementation:

- Creation and development of the RPHA;
- Publication of reports on public health policies;
- Center for Anti-Alcohol Policy;
- School for Health;
- Information bulletin "Health for All";
- All-Russia Forum :Alcohol and Health;
- Information bulletin "The Voice of the Don Physicians";
- Anti-alcohol policies for the Don region.

The progress of both NGOs proves that this strategy is important for Russia.

### **4. Degree to which the NGOs can influence the decision making process in public health**

The recognition of the RPHA in Russia (at the government, NGO, and scientific level, too) and abroad may serve as an indicator of the quality of the results of its activity. For the first time after the Gorbachev campaign was over, the catastrophic situation which disrupted the security of the country, was again discussed in Russia and brought to the attention of even the Duma. The RPHA became internationally famous and participated in the WHO European conference in Paris in December 1995, and joined a number of international organizations as an authorized representative of Russia.

Among the recommendations adopted at the Forum were ideas about the drafting a federal law on anti-alcohol measures, laws on social rehabilitation of chronic alcoholics, on social preventive measures, on drug trafficking. It was proposed to create a Russian Federation Foundation for protection of public health against alcohol, organize an All-Russian conference with participation of NGOs and state government bodies in 1998, and submit an annual report to the President.

Due to the success of the Forum, the NGOs are now cooperating with the Gore-Chernomyrdin commission and USAID.

Close contact with government structures provides the opportunity to find additional funding through social contracts or grants from outside sources.

#### **5. Feasibility and level of accomplishment of the project goals.**

A number of project provisions that became the main prerequisites for its funding are beyond the project scope and are not directly related to the obtained results.

An example of such a provision is given in [1, 2]. A strong coalition of NGOs which may radically improve the public health situation, diversify NGO services and support key elements of public health programs. This is a disputable statement, because the system of NGOs in Russia is not sponsored through organizations similar to non-government foundations which sponsor through private foundations and the government (e.g. through USAID).

Although the TV and other media informed about the project, this goal remained declaratory. The population is poorly informed of the project results, there are materials including [13], interviews of over 400 people from various regions.

However, the first steps in the framework of the project are important. The stabilization of HEF and ADP, creation of the RPHA prove that NGOs can accomplish a great deal.

### **Appendices**

- 1 Bibliography**
- 2. HEF and ADP Diagnostic Profiles**
- 3 Equipment Purchased under PVO/NIS Project**
- 4. Evaluation Questions**

## APPENDIX 4

Key evaluation-related questions are grouped below.

### **A. Evaluation - donors and stakeholders**

- 1) Was the expected effect accomplished?
- 2) Are achievements comparable with investments?
- 3) Was the post-grant NGO development satisfactory?

### **B. Partner relations with US organizations**

- 1) What was the role of US NGO partners in the establishment and development of public health in Russia? Was it a genuine partnership?
- 2) What American experts participated in the project? What was their participation like? Was their contribution adequate to the costs of the training of Russian NGO staff?

### **C. Effectiveness of the Professional and Administrative Training for NGO Staff. Sufficiency of Technical Assistance.**

- 1) What was the impact of the training on:
  - telecommunications;
  - English;
  - organization of conferences;
  - fundraising;
  - management;
  - profound professional training in the United States;
  - lobbying;
  - work with mass media;
  - human resources management;
  - strategic planning.
- 2) Do NGOs have enough equipment and materials for independent activity? What kind of technical assistance did Russian NGO receive?

### **D. Evaluation of the increased organizational and administrative potential of Russian NGO project participants.**

- 1) Did the Russians NGOs, which will be the basis of the future NGO community, manage to use the "starting" investment of the two-year grant to learn to earn money for themselves and support of new community members? What part of the "starting" capital was invested in development potential?
- 2) What part of the funding did NGO use for creating a basis for self-financing after the project was over and what part of the current NGO budget is used for that purpose?
- 3) Were training activities effective? Did the NGO staff acquire the experience in project strategy?
- 4) How can the progress of NGO staff in management be evaluated?

### **E. Evaluation of urgency, novelty, and depth of the research**

- 1) How can the quality and novelty of the research be estimated?
- 2) What was the novelty of results and approaches?
- 3) What is the role of the research results in the framework of major projects?

124

- 4) How was project progress evaluated by its participants and those who were interested in results?
- 5) How are the results of the research used?

**F. Dissemination of knowledge and results**

Is the dissemination process organized effectively? How, where and who uses the results of the project research? Who, how often and how receives the results of the work done?

**G. Public health care: propaganda and activity**

What events, campaigns and meetings for the propaganda of public health achievements were most effective? Did they influence those who make decisions? Was the concern for social problems increased in the public? In the government? Among scientists?

What is the major difference between NGO results and traditional achievements of state medicine in anti-alcohol and anti-smoking campaigns?

What is the novelty of their information materials and propaganda? Have any briefings or press-conferences been held to release research results? Are they regular and effective?

**H. Evaluation of the impact on decision-making system in public health**

- 1) What was the difference between project activities and traditional forms of information services offered to the population by the Ministry of Health?
- 2) How do foreign public health experts evaluate the impact of NGO programs? Does their evaluation coincide with NGO self-evaluation?
- 3) Did any new laws, draft laws, amendments to laws appear or were any proposals submitted to the executive bodies on new regulatory mechanisms and control over each of the main programs of Russian NGOs (anti-alcohol, anti-smoking, etc.)

**I. Evaluation of goals and the degree of their accomplishment.**

- 1) Was the idea of reforms in public health adequate and acceptable in the present-day situation in Russia? (Strengthening NGOs while there are no funding sources in the country, similar to US foundations or USAID)
- 2) Did everyone in Russia have access to the materials and media campaigns? Were they effective?

**J. Progress in the creation of an NGO coalition**

- 1) Was the Russian Association of public health registered?
- 2) Is this an active organization? Does its organizational structure correspond to its charter and intentions?
- 3) How does the mission of the RPHA correspond to the tasks and goals of the donor-funded project?
- 4) What is the role of communications in the development of partner relations? Do the RPHA members effectively use the telecommunication equipment?
- 5) How did the project influence the establishment of partnerships between RPHA members?

## Annex L

The World Learning PVO/NIS Project

World Learning Training Program on Project Evaluation

**NGOs Alliance of small business**  
***Project Opportunity International (USA) and "Opportunity for all" (Russia,  
Nizhniy Novgorod)***

**POST-PROJECT Evaluation**

*Report*

Prepared by:  
Katya Greshnova  
Lena Zhemkova  
Oleg Kazakov

**Moscow-Nizhniy Novgorod**  
**March-April, 1997**

## **Table of Contents**

### **FOREWORD**

1. Philological digression
2. Information about the authors

### **EXECUTIVE SUMMARY**

1. Brief project description
  - 1.1. Project activities
  - 1.2. Project results
2. Main conclusions of evaluation
  - 2.1. Small business support
  - 2.2. Institutional development
  - 2.3. Partnership
3. Recommendations

### **OBJECTIVES AND METHODS**

1. Evaluation objectives
2. Methodology

### **PROJECT UNDER EVALUATION**

1. Project summary
2. Goals and objectives of the project
3. Main events
4. Changes in the project

### **EVALUATION RESULTS: FACTS, CONCLUSIONS and RECOMMENDATIONS**

1. Small businesses support and job creation model
  - 1.1. First stage of project development (May 1994 - December 1995)
  - 1.2. Second stage of project development (January - June 1996)
  - 1.3. Recommendations
2. Creation of the NGO (Association "Sluzheniye")
  - 2.1. General information
  - 2.2. Facts and conclusions
  - 2.3. Recommendations
3. Partnership through the project
  - 3.1. General description
  - 3.2. Recommendations

### **CONCLUSION**

## APPENDICES

1. List of primary informants, with whom the interviews were conducted
2. List of job creation programs, that received support through the project in 1996
3. Some projects represented under the Job Creation Program
  - 3.1. Association of single mothers
  - 3.2. YANA
  - 3.3. UTYA
  - 3.4. IZOGRAPH
  - 3.5. Nizhniy Novgorod Photography Foundation
4. List of training seminars which were conducted during the project
5. List of members of the Association "Sluzheniye"
6. Methodological materials
  - 6.1. Interview design
  - 6.2. Questionnaire for NGOs, that were the participants of the Project "NGO Alliance" and created the jobs
  - 6.3. Questionnaire for the members of the Association "Sluzheniye"
7. Abstracts from interview
  - 7.1. Nizhniy Novgorod Oblast Association
  - 7.2. Opportunity International/Russia
  - 7.3. "Opportunity for all"
  - 7.4. "Utro" ("Morning")
8. The results of questioning the Association members
9. The list of project documentation used through the course of the evaluation
10. Project contents
  - 10.1. Goals and Objectives
  - 10.2. Institutional development
  - 10.3. Sustainability
  - 10.4. Description of Activities
11. List of materials accompanying the report
12. Management structure of the Association "Sluzheniye"
13. Pictures

## FOREWORD

“There were more difficulties than we had expected...”

From the interview

Spring has finally arrived in Moscow, Nizhniy Novgorod, and we hope, in Chicago and Washington as well. When we began this work, the beginning of spring wasn't felt in Russia yet. The seasons are changing, and for us - a whole epoch has passed. These two events are undoubtedly interrelated.

The World Learning Training Project on Projects Evaluation brings about many feelings. First of all - it's saying good-bye to the big project under a bureaucratic name PVO/NIS. None of the Russian translations of this project reflect all the specifics. One of us has worked on this project from beginning to end, and we are very compassionate to this person. Another didn't have anything to do with it, but was somehow always “stumbling” upon it, and we apologize for him. The third person from our team had no previous contact with the project, and we envy her. Therefore, it's clear why the Project was and is so important for us, and consequently, for our country. The evaluation of one WL's subgrantees for the Training Program on evaluation, has become a very successful finale to this beautiful PVO/NIS Project. But participation in this training workshop is also a transition to a new level, in which we are existing, as are many other organizations, who ran across the activities of the World Learning. This is true also because the completed projects are still alive and working. This continuation is in the lives of many people, in their minds, in plans and careers, in salaries and new home equipment, in computer files and on the offices walls, in legends and real deeds. While conducting the evaluation we once again were assured that the projects go on.

Of course this was only a practice evaluation, but we were trying to play seriously and honestly. As always, there was little money and time. But this didn't prevent us from doing what we had to do. We are sure, that we haven't missed anything in the training terms, but we have to apologize to our readers, who can find certain mistakes in our text. If we could have another week, we would increase the number of conclusions by 100% and the number of recommendations by 150%. There was much left out of the text, from what we learned and understood during the last several weeks.

### 1. Philological Digression

The final point in the report was put on the first page. We were deciding what name should be given to this work. A relatively brief discussion has provided an input to Russian language development through including a new word: **POST-PROJECT**. The evaluation of this word has shown that there are the words in other parts of speech with the same root: post-project (as a noun), post-project (as a verb) and post-projectly (as an adverb), the meaning of which are equally interesting and very practical, however the discussion of their meaning is not part of our job. This will be left to an interested reader as an exercise for strengthening his or her mastering of the materials.

Each innovation requires an explanation from its authors. “POST” means “after”, but not immediately after and not long after. It means, something is still seen from the distance, but

not from such a long distance, when the vision is blurred. "PROJECT" means that it has something to do with the project. Any project. So, the conclusion is that "post-project evaluation" means the following:

*"It is a project evaluation that is conducted after a project's completion, but not on the following day, but after quite a bit time would have passed, but not after a very long time - no, only while the implementing organizations of this project are still alive and while they're still under impressions from the work done, and while the beneficiaries still remember that there was such a project; however such an evaluation should be done not too long after, so that its participants would be either proud of their involvement in the project or hiding it from everyone, i.e. at the time when the project's aftereffect or the absence of aftereffect would be clear even for a lazy one".*

Therefore, the post-projectors are the first to learn what was the "deep meaning" behind the project's implementation. This makes the post-project evaluation somewhat more risky than other types of evaluation. It's also obvious, that such an evaluation touches upon two aspects: what and how it was done during the course of the project. i.e. the project itself, as well as what has come out of all this, i.e. the environment, which was influenced by this project. Thus the post-project evaluation is a combination of a final project evaluation and an impact evaluation. It reviews two objects (a project and its environment), and it gives answers to both types of questions ("WHAT?" and "SO WHAT?"). But this evaluation also has a new quality, because it provides answers to questions of the type "WHAT?" when the answers for some questions of the type "SO WHAT?" are already known (for the majority of the projects it's impossible to get these answers during the final evaluation), and this is especially needed in the cases when mid-term and final evaluations do not provide answers to all the questions, at the same time some answers cannot be revealed immediately, but only after some time passes. On the other hand, the post-project situation provides the opportunity to answer the questions "SO WHAT?" while there's still a way to measure something, or clarify something about a relatively recently completed project. Usually - this is an impermissible luxury for those who conduct the impact evaluation when they have to be satisfied only with the data collected by somebody else and the data which are completely irrelevant for establishing causal-effect relationships.

Do conduct the post-project evaluation and do not forget to make the references to the authors of this method!

***Abbreviations:***

USAID - United States Agency for International Development

NGO - non-governmental organization

*Acknowledgments:*

Thank you World Learning! And this does not require any further commentary, otherwise the translators and the accountant will “boo” us and throw rotten tomatoes at us.

We would like to express out gratitude to everybody in Nizhniy Novgorod, who agreed to withstand the “inhuman torture” (interviews) from two nice ladies from our evaluation team. We are sure that it was a big challenge and waste of time for the interviewees (both in business and private sense). Especially and in particular we would like to thank Lena Belyayeva, whose ochestvo we learned the day before submitting the report (and if not for this evaluation, we would have never known that she had one). If not for Lena we would have never been able to find our way through all the project layers. Thanks to the staff of the Association “Sluzheniye” who ideally prepared the agenda for our team while in Nizhniy. So, we dedicate our report to them. It is also reasonable to refer to the Appendix, which unintentionally became the 13th.

We are grateful to our trainers, Ms. Molly Hageboeck and Dr. Richard Blue, who have opened our third eye to look at the third sector (now we are able to look at everything with evaluation in mind). Their selflessness, as well as knowledge and experience in this area, have greatly contributed to the success of this whole venture, and will serve as an inspiration for us for the rest of our lives.

We are grateful to our 22 fellows, our friends in training, for their assistance in mastering the training materials and pleasant time together.

And last, but not the least, there’s one more person who has “glued together” everything, at the same remaining entirely in the shade, who was present but was always absent, who didn’t speak, but was always listened to, and who has taken a huge risk on himself to involve us in this venture. Thanks, Tom Kelly! We will be always happy to see you when you visit us.

*Katya Greshnova, Lena Zhemkova, Oleg Kazakov  
April 24, 1997  
Moscow, Russia*

## **Executive Summary**

*"I have a very good emotional impression from this project. But we won't be repeating this experiment once again..."*

From the interview with Stacy Schrader,  
Regional Coordinator of  
Opportunity International in Russia

### **1. Brief Project Description**

The project "NGOs Alliance in small business" was implemented in Nizhniy Novgorod for 2 years and 3 months by the organizations Opportunity International, "Opportunity for all" and "Sluzheniye". The project was funded by USAID through a World Learning grant. The total cost of the project initially amounted to \$417,375 which included \$300,000 of grant money and \$117,375 from other sources. The project included replicating a model (creation of an NGO association and resource center) and innovative activities (creation of a model of small business support through NGOs).

#### ***1.1. Project activities***

- training;
- consulting;
- publishing and educational activities;
- research;
- fund-raising;
- marketing, advertising and providing the services in management;
- loans provision;
- conducting meetings and conferences;
- organizational events.

#### ***1.2. Project results***

The main project results which are in concordance with the planned results are:

- creation of an NGO Association in Nizhniy Novgorod region;
- strengthening of NGO community and to liven up their activity;
- developing of local NGO contacts with the oblast administration and improvement of authority and reputation of the Association "Sluzheniye";
- involvement of the Association "Sluzheniye" and other NGOs in establishing a legal foundation for non-profit initiatives;
- expansion of the Nizhniy Novgorod NGO relations with NGOs in other regions;
- creation of 46 jobs for socially vulnerable groups of population;
- improvement of the local NGO staff professionalism;
- establishing stable partnership relationships between the American NGO and Russian organizations.

## **2. Main conclusions of evaluation**

Based on the two previous and current evaluations, the evaluation team considers the project to be successful. It has made an important impact on development of the NGO sector in Nizhniy Novgorod region as well as on the social environment. The project has defined the way for the sector development for the next several years, and it has provided transfer of the experience to many local organizations in several areas of activities. Due to the project, a sustainable mechanism of sector development was created in the region. The in-flow of resources to NGOs has increased. The project's main partners are successfully continuing their activities. Also, the partnership between the American and Russian participants of the project are preserved.

### ***2.1. Small business support***

It is possible to consider that the main reason for the difficulties through the course of the project was insufficient detailed preliminary planning of the model of small business support (in particular, the lack of guarantees for loans return and too short terms for which these loans were provided), as well as the unfavorable social-economic situation in Russia in 1994-1995 with the high inflation rate, imperfection of banking system and legal regulation of credit-financial relations. The mistakes, included in the initial project design, have led to the fact, that the project hasn't provided the intended result, that is an NGO Alliance in small business.

Under pressure of objective circumstances the implementing organizations had to refuse the initial model of small business support (provision of loans to private entrepreneurs from the most vulnerable layers of society through NGOs), and to develop a new one (training and payment of managers of projects which strengthen the financial status of NGOs and at creating new jobs), which proved to be more successful. According to the new scheme, 17 projects have found the support, and this in its turn has led to 46 new jobs created. However, the erroneous decision to prolong the project for only three more months left insufficient time for it to complete the planned activities (six months instead of nine).

### ***2.2. Institutional development***

The second part of the project - creation of the NGOs Association "Sluzheniye"- was more successful. In this part the project's final product is an NGO association which demonstrated its sustainability and effectiveness during almost a whole year after the project's completion.

At the same time "Sluzheniye" - due to the range of the users of its services and its membership (NGOs), as well as traditional reasons for Russian organizations - can realistically only count on receiving grants and - in the future - on orders from Nizhniy Novgorod administration. Currently "Sluzheniye" has the necessary resources and authority for successful fund-raising from these sources. The established strong relations with Opportunity International in Nizhniy Novgorod and involvement in the world network of Opportunity International organizations opens additional opportunities for "Sluzheniye" to raise funds.

### **2.3. Partnership**

The cumbersome system of decision-making and project management, which includes six sub-divisions with their own interests and objectives, spread around four cities in two countries, has led to insufficient flexibility in project transformation, and partially to incorrect decisions which diminished the project's impact.

However, despite the managerial difficulties, the partnership relationships established through the project proved to be quite close. Both "Opportunity for all" and the Association "Sluzheniye" not only keep in close contact with Opportunity International in Nizhniy Novgorod, but also have entered (though in different form) the international network of Opportunity International.

### **3. Recommendations**

1) The duration of continuous and targeted efforts in implementation of the model of small business should be not less than two years. Only then is it possible to expect significant and stable results with social and structural impact.

2) While implementing programs for small business development it is necessary to proceed from the limited applicability of the models, successful in other countries, in Russia. In Russia, due to significant specifics of the regions, dynamic and often unstable social-economic situation, which will affect social development for some time, the replicability of any successful model in other regions might be problematic. Therefore, the more important factor in this situation is not the quality and perfection of a model, but the experience and flexibility of the organizations implementing the model. This consideration should be included both in the contents and in the management and decision-making systems during the stage of project design.

3) The innovative projects (models) require more detailed preliminary preparation which includes elements of social-economic forecasting and needs assessment of the project's target groups. Furthermore, it is necessary to include specialists in such projects, who possess both international experience and knowledge of local specifics. Such knowledge makes specialists part of a mechanism of operative decision-making.

4) The efforts in small business development should be continued in Nizhniy Novgorod and more actively disseminated throughout the oblast. For foreign projects, that employ local partners, the evaluation team recommends carrying out similar programs in this region through the NGO "Opportunity for all".

5) In order to avoid serious complications in the future operation of the Association "Sluzheniye" (notwithstanding the project's obvious success and operation of the Association for the last year), the evaluation team recommends reviewing the existing situation and perspectives of the organization's development from a critical point of view, including the possibility of a radical transformation of the organization. First of all, the members of the Association have to choose between two models ("unification" and "center") or find a way to combine these models without causing any conflicts. Taking into account the difficulty of this task, we recommend bringing in external specialists to assist the most experienced personnel

and to provide an external opinion, to avoid “internal clashes”. The changes in the Association should be focused on the following:

- level of involvement and responsibilities of the members;
- structure of the resource base;
- increase number of services;
- expansion of activities in the oblast;
- transition from the period of “NGOs communication” to the program of mutually beneficial cooperation of all three sectors;
- concentrate on results (final product) with clear indicators, and not on the process.

6) Under the unstable social-economic situation in Russia, significant local specifics, as well as time limits for project implementation, it is reasonable to concentrate on the management at the locations of projects implementation. If a foreign organization has an office in the country where the project is being implemented, then this office should be the official partner, and not require confirmation of decisions from the head office in the country of its origin.

# Objectives and Methodology

## 1. Objectives for evaluation

During the course of the project it was evaluated twice. An independent mid-term evaluation was conducted in September, 1995. The final evaluation in August, 1996, was conducted by the staff-member from Opportunity International office in Macedonia. The present evaluation was performed 8 months after the completion of the project by the independent evaluation team. This evaluation is a supplement to the final project evaluation and, to a certain extent, presents the impact evaluation of the project. According to the agreement with the client, the main aspects and questions for evaluation were:

1) the model of small business development:

- efficiency of the applied model;
- its results (in particular, the stability of created jobs) one year after the project's completion;
- capacity and utilization of this model;

2) development of the NGO (the Association "Sluzheniye") which was created during the course of the project:

- sustainability of the Association;
- why was there the need to introduce changes in the Association's (and the project's) activities, and did these changes prove to be correct?
- what is the impact of the Association's work?

3) partnership:

- how effective was the partnership between the Russian and the American organizations?;
- what is the current status of relationships between the partners?

The data collected during the evaluation allowed us to go beyond the established framework when reviewing certain questions. Though they weren't included in the scope of evaluation, these additional issues are included in the present report.

The objectives for the evaluation were the following:

- 1) to add more information to the picture of the project's activities and its direct results;
- 2) to determine how participation in the project affected its participants;
- 3) to evaluate the current activities of the Association "Sluzheniye" and to determine its role in the development of the region;
- 4) to understand the impact of the project on the local non-profit sector and state structures;
- 5) to develop recommendations for potential donors in the region, for existing structures and on development of state policy.

Due to the limited time and resources for evaluation, the methods and a set of parameters for evaluation were narrowed down. There wasn't enough time to collect and analyze the whole range of data on the current state of jobs, created through the project.

## 2. Methodology

The methods of data collection and analysis, applied during the evaluation, were limited by the resources and time available. For example, it was impossible to conduct long-term work in Nizhniy Novgorod.

Data collection included the following procedures:

- 1) studying the project documentation;
- 2) on-site observation;
- 3) detailed and express interviews (in total 23);
- 4) surveys in the organizations (20 participants);
- 5) assessment of the working places (6 out of 46).

Data collection and analysis included several stages.

During the first stage we conducted a thorough study of the project documentation available to us, including a complete set of materials from the World Learning archive (Moscow). The complete list of the documents used in this stage is presented in Appendix 9. During the same period we conducted interviews with the staff of the World Learning in Moscow and with one staff member of the Association "Sluzheniye". Based on this study we developed as complete a picture as possible of how the project was implemented and what the results were, as well as formulated the main hypotheses, finalized the list of the questions for the evaluation and determined further procedures for the evaluation. The further steps included the following:

- 1) Trip of two evaluation team members to Nizhniy Novgorod, where we conducted an additional information review (some of the documents in Nizhniy Novgorod were missing, but didn't contain any critically important information, though they may have added some details and examples). We conducted several interviews with representatives of all the groups involved in the project (implementing organizations, the members of the Association "Sluzheniye", Oblast Administration) and distributed the questionnaires to members of the Sluzheniye and NGOs, that had participated in the job creation program
- 2) One week after the trip we received the completed questionnaires from all the members of the Association.
- 3) All collected information was systematized and analyzed, including an analysis of the questionnaire results; by that time the evaluation team had made preliminary conclusions, which were thoroughly compared with the information collected and were included in the final version of the report.

The list of information sources, used during the data collection, is presented in Appendix 1. This list gives the full coverage of the potential information sources, directly related to the project under evaluation. The indirect sources of information are listed in Appendix 11. The most informative parts of interviews are presented in Appendix 7.

The evaluation team met once a week. During the rest of the time each team member worked on his/her own objective which had been determined during the previous meeting. The complete text of the report was sent to Nizhniy Novgorod for review by key staff members of Opportunity International, "Opportunity for all" and "Sluzheniye". The final text will include their their comments.

# The Project

## 1. Project Summary

<i>Name of the project</i> .....	NGO Alliance for small business development
<i>Donor</i> .....	The project was carried under the framework of the World Learning PVO/NIS Project, which was funded by USAID.
<i>Implementing organizations</i> .....	Opportunity International (USA) and Russian NGO “Opportunity for all” Nizhniy Novgorod.
<i>Duration</i> .....	planned - 2 years; actual - 2 years 3 months
<i>Dates</i> .....	the decision to provide the grant was made in March, 1994; the grant agreement was signed in May, 1994; in February, 1996 the time-frames for implementation were changed, due to new goals of the project, and it was extended for another 3 months; the project was completed in June, 1996.
<i>Cost</i> .....	the cost of the project at the time of applying for the grant was estimated as \$417,375, of them \$300,000 were requested from the USAID and \$117,375 the Opportunity International planned to get from other sources. As a result (according to the agreement) the total amount of grant was \$288,000.
<i>Location</i> .....	Nizhniy Novgorod Oblast (primarily the city of Nizhniy Novgorod)
<i>Target groups</i> .....	NGOs - members of the Association “Sluzheniye” and target groups of these organizations.

## 2. Goals and objectives of the Project

The goal of the Project “NGOs Alliance for small business development” was creation of jobs through developing small businesses in Nizhniy Novgorod Oblast. The objective of the project was to strengthen the capacity of local NGOs to create new jobs. The project’s planned results were the following:

- 1) Regional training center, training programs for the center, training for a group of NGOs staff-members.
- 2) Alliance of 10-15 local NGOs (associations) which implement programs of small business development and job creation in Nizhniy Novgorod.
- 3) 45 jobs created.

In fact, the activities of the project were even more focused on the issues of non-profit sector development in general, than was planned in the revised version.

### 3. Main events

Project implementation was completed according to a continually changing schedule, and it was complicated by both objective reasons and drawbacks in the plan itself and its implementation.

The organizations implementing the project were the American NGO Opportunity International and its Russian partner - public organization "Opportunity for all". In June 1994 the NGOs Association "Sluzheniye" was created, which became the main implementing organization of the project. The project has received recognition both among NGOs and in the local community due to publications in local press.

In the 3rd quarter of 1994 the project's training program was developed. The implementation of the job creation program together with the League of women-managers and entrepreneurs started in the 4th quarter of 1994, and it was expected that 10 new jobs would be created. Three organizations received assistance in proposal writing.

The training program operated continuously throughout the project at "Opportunity for all's" facilities. During the course of the project there were 16 training seminars, covering issues of small business development and management, as well as key aspects of NGO operation.

With the purpose of supporting small business development, the program of providing loans to small businesses was implemented, as well as providing consulting services. The project staff performed marketing and managerial functions for the projects they were in charge of.

In the beginning of 1995 the project started to face significant difficulties:

- 1) Russian legislation on loans and credits changed twice - in the end of 1994 and in the beginning of 1995.
- 2) The loan fund was used to a lesser extent than planned. Therefore, its effectiveness was relatively low. Due to small financial turnover the fund wasn't able to compensate for losses, which occurred because of the high inflation rate.
- 3) There was low solvency of the members of the Association "Sluzheniye", and they weren't even able to pay relatively small membership fees. Initially the assumption was that membership fees would constitute the basis for financial well-being of this organization.

These problems led to revision of the project implementation plan in the 4th quarter of 1995. The changes, introduced in the project, provided a new impulse for Association development and significantly livened up the program of new job creation.

In the beginning of 1996 the project was given a no-cost extension for three months. An additional three months were requested after the first extension ended, but the second extension was not granted.

#### 4. Changes in the project

The changes in the project's focus presented the most interest for the evaluation. This issue was studied more thoroughly. In the table below we present all significant differences between the initially planned and the actual project contents.

Section of the project	Planned contents	New contents
Membership in the Association	NGOs, dealing with small business	NGOs without any limitations in the type of their activities
Topics for the training course, consultations, information services and organizational services	covering issues on small business (marketing, advertising)	covering all aspects of NGOs activities (planning, fund-raising, cooperation)
Users of the services	individuals	NGOs
Types of activities	provision of loans	paying the salaries of the projects' managers
Beneficiaries	financially vulnerable groups of population served by NGOs-members of the Association	local NGOs

## Results of the Evaluation: Facts, Conclusions and Recommendations

### 1. Model of small business support and jobs creation

*"It seems that everything was too complicated..."*

From the focus-group discussion with the members of the League of women-entrepreneurs

The goal of the project "NGOs Alliance for small business development" was to create jobs for socially vulnerable categories of population through small business development in Nizhniy Novgorod Oblast. The strategic plan was the following:

- using the international experience of the American partners from the organization Opportunity International, to start the operation of the regional resource center, to develop a training course and to conduct training for local Nizhniy Novgorod organizations so that they would be more successful in implementing their own programs of small business development;
- to provide loans to the indigent and unemployed through the NGOs, which deal with small business support;
- to create an alliance of regional NGOs working in small business, in order to make the small business support program more stable and effective through more efficient use of joint resources (financial, informational, human).

During the course of the evaluation two stages of project implementation were defined: from May, 1994 to December, 1995, and from January to June, 1996, and their analyses are presented in the next two sections.

**1.1. The first stage of project development (May, 1994 - December, 1995)**

During the first stage of project implementation, the model of small business support and job creation planned to employ the following mechanisms:

- training managers of small business;
- provision of loans to the indigent and unemployed through NGOs dealing with small business support;
- using the experience and resources of the training center for small businesses that existed in the organization “Opportunity for all”, to create the training center for the Association “Sluzheniye” which would train the local NGOs to develop their own programs on small business support.

The facts and conclusions the evaluation team found for this part of the project are presented in the table below.

Established facts:	Conclusions made:
<u>Training of managers:</u>	
<p>1. During the fall of 1994 the training for small business managers was conducted. Twenty unemployed women, mothers with many children, and single mothers participated in the program.</p> <p>2. Five of these women applied for loans. These women already had some experience in small business.</p>	<p>1. The principle of selecting participants for the job creation program was not very successful because in 1994, indigent categories of population (unemployed women, mothers with many children, single mothers) were not sufficiently ready for entrepreneurship, mostly relying on possible support from the state.</p>
<u>Loan provision:</u>	
<p>1. During the year (from October, 1994 to October, 1995) the pilot program of loans was launched by the organization “Opportunity for all”, and in its framework \$10.000 were allocated.</p> <p>2. The money of “Opportunity for all”, allotted for loans, was exchanged into roubles and put in the bank with a regular interest rate.</p> <p>3. The loans were given for 3 to 6 months.</p> <p>4. The size of the budget for loans was established with the assumption that many NGOs would be able to manage loan funds.</p> <p>5. Of all the organizations from the alliance, only one, the Nizhniy Novgorod League of women-managers and entrepreneurs - decided to manage this loan</p>	<p>1. Due to the high inflation rate in Russia in 1994-1995 the devaluation of the loan pool was much quicker than its increase through bank interest rate and loan interest, and this led to the situation when it was unprofitable to use the proposed model of development.</p> <p>2. The time-frame for which the loans were provided was not sufficient for organizing the business, and allowed only to deal with buying and reselling. This situation diminished the range of users and did not conform to the goals of the project to create stable businesses.</p> <p>3. The number of NGOs, that had the opportunity and desire to use the services and manage the loan funds for their clients,</p>

<p>program.</p> <p>6. Total interest rate on loans amounted to 31% per year.</p> <p>7. The bank periodically delayed transfers of money for the loans.</p> <p>8. The only requirement for acquiring a loan was a letter of recommendation from the League members.</p> <p>9. A majority of loans were returned in violation of deadlines and two loans were not returned at all (the Organization of the Disabled invested money in non-liquid goods; one of the entrepreneurs-participants of the project, betraying hopes and trust, simply did not return the loan, and it was impossible to get in touch with him).</p> <p>10. During the first stage of project implementation, Russian legislation on loans and credits changed twice - in the end of 1994 and in the beginning of 1995.</p> <p>11. The complications listed above led to termination of providing loans</p>	<p>was much less than planned. This led to insufficient use and turnover of loans, and led to low efficiency of the loan fund and its rapid devaluation.</p> <p>4. The practice of delaying bank transfers, usual for Russia at that time, interfered with the effective use of loans.</p> <p>5. A lack of guarantees or insurance fees led to incomplete rates of return.</p> <p>6. The loan managers did not possess sufficient experience and theoretical knowledge for dealing with a very complicated and dynamic situation.</p>
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Training center creation:

<p>1. When the training center was under creation, they used the resources of the public organization "Opportunity for all" (equipment, space, trained personnel).</p> <p>2. The training programs were developed with participation of American and Russian partners. For this purpose the members of the Association "Sluzheniye" and the specialists from another World Learning Russian project "Support for the craftsmen" (director - Yelena Alyoshina) were drawn in the work.</p> <p>3. During the time between May, 1994 and December, 1995 there were 12 training seminars and trainings conducted (the schedule for the meetings, conducted in the framework of the Project, is presented in Appendix 4).</p>	<p>1. Along the course of the Association's "Sluzheniye" training center development, the type of training programs was changing radically, and this has led to separation of responsibilities between the partners. Further down its organizational strengthening, the Association "Sluzheniye" started to focus more and more on the training for NGOs, while "Opportunity for all" continues the training in the framework of small business support.</p>
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**1.2. The second stage of the project's development (January - June, 1996)**

Based on the mid-term evaluation in the fourth quarter of 1995, the recommendation were made to revise the initially planned model of small business support. The changes in the project's goals were focusing on transferring the "center of gravity" from support for NGOs which were supposed to develop and strengthen for more successful activities on small businesses creation by the clients of these NGOs, to support for the same NGOs in creation of their own businesses.

The revision of the program allowed to dissipate some of the drawbacks of the initial model - for example, to avoid the psychological barrier which existed for many potential participants of the program who were not ready for their own small businesses creation.

The established facts and conclusions of the evaluation team on this part of the project are represented in the table below.

Established facts:	Conclusions made:
<u>Management training:</u>	
<ol style="list-style-type: none"> <li>1. During the period from February to June, 1996, the Association "Sluzheniye" conducted 5 training seminars and 1 conference (Appendix 4).</li> <li>2. The staff of the Association provided 85 hours of consultations for the participants of the Program.</li> <li>3. The training seminars on small business were partially for charge. Some of them were paid for by the oblast employment agency.</li> <li>4. Six persons out of all, trained during this project, still continue working in their created businesses.</li> </ol>	<ol style="list-style-type: none"> <li>1. During the course of the continuous strengthening of the Association "Sluzheniye" the process of specialization continued - "Sluzheniye" is more and more focused on the overall third sector development in Nizhniy Novgorod, "Opportunity for all" is focused more on the training in the framework small business support.</li> </ol>
<u>Short-term financing (payment for the manager's services)</u>	
<ol style="list-style-type: none"> <li>1. All participants of the Program has received a short-term financing for the manager, who was supposed to develop and strengthen the activities of his/her organization in the selected sphere of business.</li> <li>2. The initially planned time-frame of payment for the manager (for 7-8 months) in the reality was reduced to 5-6 months.</li> </ol>	<ol style="list-style-type: none"> <li>1. Transition from loans provision to the direct payment for the manager's services in business projects has reduced the financial risk.</li> </ol>
<u>New jobs creation:</u>	
<ol style="list-style-type: none"> <li>1. As a result of introducing the corrections in the Project, the new Program on new jobs creation was developed in the first quarter of 1996, and according to this program 17 projects, focused on new jobs</li> </ol>	<ol style="list-style-type: none"> <li>1. The new program on new jobs creation allowed to overcome the psychological barrier which existed for many potential participants of the program who were not ready yet for their own small businesses</li> </ol>

<p>creation in the organizations-members of the Association "Sluzheniye" started to be implemented. By the end of the 1st quarter of 1996 12 jobs were created. Their list is given in Appendix 2, and the description of some of them - in Appendix 3.</p> <p>2. In three organizations the number of jobs created was much higher than the planned (Organization of the disabled "Utro"- 12; Foundation "Seraphima" - 17; "League of women-entrepreneurs" - 25)</p> <p>3. At the moment of the present evaluation (March-April, 1997) we didn't have the opportunity to get the exact number of those jobs that are still in business.</p> <p>4. The World Learning refused to prolong the Project without providing additional funding for longer period of time, needed for comprehensive implementation of the program on new jobs creation.</p>	<p>creation.</p> <p>2. The transition from dependency to self-financing has started.</p> <p>3. Preserved during the project's second stage a complicated partnership and financial management schemes has led to insufficient spending of the money from the Program on jobs creation in the amount of \$60.000.</p> <p>4. Overall, the Association "Sluzheniye" has lost the interest for the Program of jobs creation.</p> <p>5. The second, and not very successful, experience in implementing the models of small businesses support has led to a generally pessimistic views on the NGOs activities in small business development.</p>
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### ***1.3. Recommendations***

- 1) As the Project has shown, small business development is quite a complicated and specialized activity. It is quite difficult to combine this area of activities with the other programs in the same organization. The evaluation team would like to recommend the Association "Sluzheniye" not to deal with this type of projects. In fact, the Association has already refused to focus on this area of work, though there was no formal decision made about this.
- 2) At the same time, the Association is able and should deal with structuring the non-profit sector, including the part, which implements the programs on business development and jobs creation. The action program in this area should be well thought over in order not to duplicate the activities of the organizations themselves, but realistically promote their success.
- 3) After acquiring significant amount of experience when implementing this project the organization "Opportunity for all" has to continue with the similar programs. The evaluation team does not have the reasons to consider, that the difficulties encountered through this project, are the reason to stop efforts in this area, though they are likely to be connected with substantial risk, uncertainty and possible failures. Talking about the contents, the evaluation team recommends to use the experience from other regions on implementing the model of so-called "social enterprise" as the model which focuses to a large extent on dealing with social problems (for the start it is possible to use the experience of the project Goodwill in Rybinsk).
- 4) The project evaluation has shown that in order to create sustainable and efficiently working organizations in the area of business development, the duration of continuous efforts towards these organizations' development should be not less than 1.5-2 years. This is the length of time which should be kept in mind by those who develops the projects on

- NGO support in businesses and jobs creation. The same recommendation is true for any innovative project focusing on creation of constantly operating mechanisms.
- 5) The Association “Sluzheniye” has to make the final decision on refusal to work on the Program of jobs creation. Those clients of the Association, who, besides all the other services, need the consultations, trainings, etc. is the area of small business development, should be referred to the specialized organizations that deal with these kinds of issues. The best example of this type of organization in Nizhniy Novgorod known to the evaluation team is “Opportunity for all”.
  - 6) Creation of the relevant legislative and normative base (laws on social order, social enterprise, etc.) is a critical factor for the successful implementation of any model, focusing on business activities development as the way to address social problems of the population. Therefore, the Association “Sluzheniye” has to liven up and focus its activities on development and promotion of draft laws, interactions with legislative bodies, on meetings and discussions in the Oblast Duma and Public Chamber in Nizhniy Novgorod, being the member of this Public Chamber.

## **2. Creation of non-profit organization (the Association “Sluzheniye”)**

*“I’m very interested in preserving the Association and its activities. It’s much more convenient for us...”*

From the interview with V.V. Sarychev.

### **2.1. General information**

The NGOs Association “Sluzheniye” was created in June 1994 and registered in April 1995 as a Nizhniy Novgorod association of non-profit organizations. The creation of the Association is in itself the most significant result of the project, according to the evaluation team’s opinion.

During the course of the project implementation, the Association was representing its main executive mechanism and, as it is noted in the final evaluation report, has successfully fulfilled this role. The issues of the Association’s activities of the project implementation are not reviewed in the present report (additional information on the Association are presented in Appendix 10). This present evaluation is focusing on defining its present state and perspectives for the future development of this organization.

The project hasn’t achieved its goal in creating a certain structure which should bring the NGOs together with the purpose of implementing the social projects through the private businesses activities. In fact, the Association “Sluzheniye”, created through the project, has taken upon a more global objective - to support non-profit sector’s activities in Nizhniy Novgorod Oblast. Taking into account still the short term of the Association’s existence, it is possible to come to conclusion that this part of the project was successful.

The total number of members - 20, their list is presented in Appendix 5. The Association provides a wide range of services for the local NGOs. The Complete list of services, provided by the Association, is presented in Appendix 10. The comparison between actual and formal management schemes of the Association is presented in Appendix 12.

## 2.2. Facts and conclusions

Established facts:	Conclusions made:
<i>Contents of activities:</i>	
<p>1. The Association's development during three years of its existence was oriented on expanding the range of services and forms of interactions, however it wasn't accompanied by the expansion of the range of members and beneficiaries, except for the fact acquiring new subscribers for the "Newsletter for NGOs".</p> <p>2. Practically all the Association's activities and the users of it's services are located in the city, and only an small part of its activities goes for the rural regions. In fact, the services of the Association are inaccessible for the non-city organizations.</p> <p>3. The users of the Association's services are primarily the members of the Association.</p> <p>4. The main problem of the third sector in the region is shortage of resources for the projects, as well as weak material base along with the poor professionalism of the staff members and leaders of the organizations.</p> <p>5. The major part of the Association's activities means that the Association is a service center or resource center for NGOs.</p>	<p>1. The level of the Association's development is still insufficient for satisfying the basic developmental needs of the NGOs all over the Oblast as well as for influencing, at least to a certain degree, the formation of state policy.</p> <p>2. The strongest points of the Association are:</p> <ul style="list-style-type: none"> <li>• stable functioning;</li> <li>• on-going system and the experience of communication through the club;</li> <li>• current sufficient provision with the resources;</li> <li>• strong program support, recognition of the necessity for its operation;</li> <li>• connections throughout the region with all the sectors;</li> <li>• recognition in the region and beyond its borders; in fact, in Moscow the Association is recognized as the main and single representative of the non-profit sector in Nizhniy Novgorod region. <p>3. Expansion of the range of services without expanding the users' audience could lead to divergence from the needs of the main part of organizations which need more basic forms of services.</p> </li></ul>
<i>Management and decision-making system</i>	
<p>1. The founders of the Association are 15 NGOs, the leaders of which constitute the Board of Directors of the Association, reelected annually.</p> <p>2. The meetings of the Board of Directors take place regularly, once every three months.</p> <p>3. The operational management of the Association is performed by its executive director, hired by the Board.</p> <p>4. The staff of the Association includes 5</p>	<p>1. Management of the Association is continuous and stable.</p> <p>2. The activities of the Association are based on the assumptions of the staff, and to a certain extent is determined by the Association members, i.e. the source of management is the staff of the Association. This means that the real authority on decision-making in the Association has not been transferred to the local NGOs. The Association is still considered to be an</p>

<p>staff-members: executive director, program manager, program coordinator, accountant (half-time) and lawyer (half-time).</p> <p>5. The specifics of the main types of the Association's activities do not leave the place for and do not require collective management of the organization. The staff is entirely capable of management and maintenance of the Association and does not see the need for its members to participate in management.</p>	<p>institution, which was brought in from outside (through the project).</p>
<p><u>Organizational sustainability:</u></p>	
<p>1. There are 20 acting members in the Association, which constitutes a very insignificant part of the total number of NGOs in the oblast (actually working NGOs - 500, registered - more than 1200).</p> <p>2. The number of members of the Association does not go up, because:</p> <ul style="list-style-type: none"> <li>• the majority of organizations have difficult time paying membership fees;</li> <li>• "Sluzheniye" has not demonstrated its abilities yet through showing specific, significant results, which could attract many NGOs to become the members of the Association (for example, promote the law on social order);</li> <li>• There are no specific incentives to join the Association, i.e. the Association does not provide any advantages over other organizations.</li> </ul> <p>3. Membership fees are paid by the members of the Association irregularly, their amount constitutes an insignificant part of financial input into the Association.</p> <p>4. The leadership of the Association does not see any need in livening up the activities on strengthening the support for the Association by the members, and does not view the members as a potential source of providing the activities.</p>	<p>1. The members of the Association haven't completely felt the need in the Association as the NGOs "union". The staff and members implement sometimes overlapping programs.</p> <p>2. The Association still has the gap between the organizational structure and type of activities.</p> <p>3. Formally, there is still the commitment to build the Association as "a union" of NGOs, but in fact the model of the "resource center" in being implemented.</p> <p>4. According to the survey data, the membership in the Association is more associated with informal communication, and not with the necessity to jointly influence the policy-making inside the organization.</p> <p>5. In the conditions of little importance of the joint decisions and due to lack of strict requirements for membership fees payment, the Association under-uses the potential of the region, the potential which was initially kept in mind when designing the mechanism of participation and development through membership.</p>
<p><u>External support:</u></p>	
<p>1. Non-profit sector of the region has not found its own place and role in the community. Local non-profit organizations have already started to feel the need and demand in joint addressing the common</p>	<p>1. In these conditions the existence of such an organization as the Association is critical for the non-profit sector development as well as livening up the civil activism.</p>

problems, and they recognize the value of joint activities.

2. The Association has established regular contacts with the administration, and is recognized by it as a representative and a specialist, as a source of information and contacts, i.e. as a linkage between NGOs and the authorities. That is why it is possible to consider that the administration does not have a well designed concept and program, based on which could have been possible to establish interactions between the state and NGOs.

3. The local organizations are not ready enough for the serious collaboration with the state, i.e. the sector is not recognized by the state as a significant partner yet. This wasn't mentioned by any of the interviewees, in their statements they were describing the sector as in need of assistance, and not as an independent, socially-significant system.

2. The Association's activities on creating public opinion, supportive of NGOs activities, are not sufficient.

3. The state structures are the users of the Association's services, however, the types of services and mechanisms of interaction do not provide the opportunity for the Association neither to strengthen financially, nor impose significant influence on formation of the state policy, nor to demonstrate for the local NGOs the usefulness of the Association in interacting with the administration.

4. The support for the Association's members is provided in non-financial mode, this input is just symbolical, however, it confirms the opinion of the members that the Association's activities are useful.

Financial and resource stability

1. The office space of the Association is one relatively small room of the area of approximately 20 square meters, and the everyday activities are performed there.

2. In addition to that, for the certain activities the Association uses facilities, provided by the municipal and oblast administrations for the occasion.

3. There is still the problem with poor use of available resources and poor connection with Moscow where the main grant-making organizations are located. There is still the way to use the capacity of the local business structures, since the Association has not applied the targeted efforts in this area.

4. The funding of the Association was provided in the framework of the World Learning project, and after the completion of this funding the financing was carried out with the grant of Eurasia foundation. Some part of the funding comes as a subfinancing for the local projects from partner organizations, located outside the

1. The main barrier for the Association's development is the lack of sufficient office space for its operation.

2. The Association is still largely dependent of the foreign grants; practically all staff members of the Association counts on this source of funding; there are practically none any of other sources of financing (and they are not really expected); those ideas, that are still kept in mind, are not implemented in any specific plans or efforts. This means that there is poor use of the local resources' potential and it is unacceptable.

3. Currently the charge for the services cannot serve as a significant sources of the Association's revenues. Such a situation is not likely to change for quite a bit of time.

4. According to the survey data (Appendix 8), the members of the Association for not feel the responsibility for its financial status (by the completion of the project the memberships fees accounted for \$1,020

<p>region, but with the funds available for the local projects.</p> <p>5. All of this projects are financed by the American funds. From the local sources the Association uses the facilities provided free of charge by Nizhniy Novgorod research center and by administration for trainings and conferences.</p> <p>6. The Association still provides all the services (primarily - distribution of the newsletter and trainings) free of charge.</p>	<p>instead of \$20,000 needed annually for the maintenance of the Association)..</p>
<p><i>Association's impact on the external environment</i></p>	
<p>1. During the course of the project implementation the number of members increased from 17 to 20. Their activities are primarily in three areas: social services, business development and culture. Their organizational strengthening was due to:</p> <ul style="list-style-type: none"> <li>● solidarity and joint activities, creating the feeling of community, acquiring the experience of joint activities through the course of the project's implementation and dealing with all the issues jointly;</li> <li>● the utilization of the opportunities of the created network of contacts (information and ideas exchange, mutual support, joint implementation of certain projects);</li> <li>● participation in training, undertaken by many of its members;</li> <li>● acquiring the consultations and legal support through the project;</li> <li>● receiving the financing for the business activities' development. This was important not only because of the resources but also because of acquiring the experience of independent business.</li> </ul>	<p>1. The Association provides the largest in Nizhniy Novgorod region impact on local NGOs development as well as on forming the structures of civil society.</p> <p>2. Currently, the capacity of the Association is limited, and the limitations have already started to show.</p> <p>3. Currently, there's the tendency towards the "resuscitation" of the already existing organizations as opposed to creation of new ones. In this situation the Association is the foundation for NGOs community, helping them to learn about each other, to exchange the information, to unify the resources, i.e. through taking the efforts towards creation of the infrastructure for NGOs activities.</p> <p>4. The organizations that interact with the Association on a constant basis have significantly strengthened over the last year, and they are the strongest in the Oblast.</p>

### **2.3. Recommendations**

- 1) The evaluation team would like to recommend to-develop the program document through the special efforts on planning. This document could serve as a foundation for state policy development, and it should reflect the vision by the local NGOs of the ways to address social problems and the expectations about the actions of the government. This document may serve as a basis for establishing the constructive interaction between the Association and the local administration, serving the interests of the state as well as non-profit sector.

- 2) The Association has to clearly inform the oblast and municipal administrations about its need in facilities for daily operation. Such declaration will be more substantiated if the Program document is developed.
- 3) The goals and objectives according to the Charter, as well as the management structure of the Association defined by the Charter, should be specified taking into account the existing activities. It is necessary to precede it with the thorough and planned work. Introduction of the changes in the organization's charter can be done through re-registration, which will be required by 1999 for all the public institutions registered before adopting the recent amendment to the law of Russian Federation "On public institutions".
- 4) It is necessary to combine the activities on building the Association and creating of the sustainable system of services, i.e. it is necessary to make a clear agreement that the activities will be going in two areas, which should not interfere or compete with each other. If it is impossible to combine these two types of activities, the Association will have to divide into two independent organizations.
- 5) In order to break the circle of semi-stable resource state, the Association should apply special efforts towards:
  - planning, based on more specific and better thought-over needs assessment of its members as well as NGOs and state structures;
  - development of the projects;
  - provision with the resources, including the activities on determining and using the local sources.
- 6) The efforts on the Association's restructuring require the external specialists to be drawn in, though the non-profit sector in Nizhniy Novgorod region currently does not have them, and at the same time there's no need anymore in foreign specialists.
- 7) The evaluation team strongly recommends to the "Eurasia" foundation to repeat the grant for the Association's development. The justification for this request is that the Association has not accumulated enough of strength, but has very good baseline conditions for development. i.e. the investments promise to be highly efficient and provide the effect which will be way beyond the limits of just one organization. The team also thinks that "Eurasia" should give its consent for keeping the equipment, acquired by the Association from Moscow organizations through the grant of the foundation, at the Association's facilities regardless of fulfillment of the obligations by the third parties given for the "Eurasia" foundation.
- 8) In order to disperse the efforts on sector's development in the region, the Association should focus on creation of the similar associations according to the types of activities. Their "crossing over" can be done through creating the joint interest working groups.
- 9) It is recommended to preserve the practice of conducting the annual conference of the regional NGOs. This experience should be summarized and presented for the other regions. The Association should tend to increase the participation of the representatives from other regions in the regional conference.
- 10) The evaluation team considers that the Association should not limit itself with its own publishing capacity, instead it should try to draw in the process professional press and publications that have wider audience. This, however, should not replace the efforts on developing the specialized newspaper for NGOs. There is the sense in conducting the discussions with the local journalists community and the leaders of the sector on the roles distribution in mass media and defining the "niche" for "Newsletter for NGOs", and after that to clearly formulate the direction for the newspaper's development.

- 11) It is necessary to increase the range of events (discussions, round-table discussions, conferences, presentations, etc.), which involve not only NGOs, but also the public leaders, mass-media and state representatives.
- 12) The Association should take the challenge to undertake the actions, painful during the initial stages, on implementing new standards and the ethics for the members' (as well as NGOs') relationships, introducing the charge for its services and making strict rules on fees payment and applying the penalties for the violation of these rules.
- 13) At the same time it is necessary to make the procedure of joining the Association more open, with the single condition for the membership of paying the annual membership fee.

### 3. Partnership in the framework of the Project

*"That was the most difficult case of working with grant-makers..."*  
 From the interview with Stacey Shreder

#### 3.1. General description

The official implementing organizations were the American non-profit organization Opportunity International and its Russian partner - public organization "Opportunity for all". The American partner was represented in the project by one staff member, stationed in Russia. The American office of Opportunity International was not participating in the direct management of the project. Shortly after the beginning of the project (June, 1994) another public organization was created - the NGOs Association "Sluzheniye" (registered in April, 1995). This was envisaged in the project's implementation plan. As a result, a complicated model of interaction between several organizations, located in the USA, Moscow and Nizhniy Novgorod, was created. The official grantee was the American organization - Opportunity International's office in Chicago; the official Russian partner, through which the grant money was going, was "Opportunity for all", and the actual implementing of the project was done by Opportunity International in Nizhniy Novgorod and the Association "Sluzheniye". Also, two offices of the World Learning - in Washington DC and Moscow - were involved in the project's management.

Established facts:	Conclusions made:
<p>1. The partners in the project were not only Nizhniy Novgorod office of Opportunity International and "Opportunity for all" (and later - "Sluzheniye"), but also Chicago office of Opportunity International, which was the official grantee. At the same time, the office in Chicago wasn't actually participating in the project implementation. Taking into account, that the World Learning also had two offices, that took part in the projects management and staying in touch with them, the total number of organizations involved in the project amounted to six.</p>	<p>1. The big number of parties involved in the project management and implementation was creating the difficulties in the decision-making process and in accounting. The multitude of the informational in-flows has led to its distortion and misunderstandings, The complex organizational structure of the project has led, in particular, to the situation when the prolongation of the project without request for additional money was actually granted only for two months, though it could have been more reasonable to provide the continuation of</p>

<p>2. The project's concept and budget were developed jointly by Opportunity International in Nizhniy Novgorod, "Opportunity for all" and the group of NGOs that later became the nucleus of "Sluzheniye". The Russian partners - "Opportunity for all" and "Sluzheniye" - possessed the copies of grant application, the original of which was sent to World Learning Inc., so they were familiar with the goals and objectives of the project as well as with the planned mechanism for its implementation. The activities of the Russian partners were carried out in the framework of the relevant section of the project's budget, and the budget size and detailed contents of it were known for the partners. The Russian partners had the opportunity for decision-making and certain flexibility in the limits of their budget. The decision-making process - e.g. on changing the focus of the project - was carried out by all the partners working together.</p>	<p>the project at least for 6 months. 2. This allowed the partners to adequately react to the problems which emerged during the course of implementing the program on loans, and to change the mechanism of job creation according to the actual existing conditions.</p>
<p>3. Opportunity International has its office in Nizhniy Novgorod. Stacey Shreder, the representative of Opportunity International in Nizhniy Novgorod, is the member of the Board of Trustees of "Opportunity for all" and of the Board of Directors of "Sluzheniye", and this fact has determined the opportunity for close collaboration of these organizations.</p> <p>4. Opportunity International still continues to provide the support for its Russian partners even after the completion of the project. Besides providing the support in searching the sources of financing (Stacey Shreder was helping "Sluzheniye" to write the applications for grants to "Eurasia" foundation; currently "Sluzheniye" together with Opportunity Trust, Great Britain, is preparing the application to TACIS) Opportunity International keeps in close contact with Nizhniy Novgorod partners, providing information and experience exchange. For example, "Opportunity for all" regularly participates in the workshops</p>	<p>3. The presence of the American partner in the region where the project was being implemented allows to use its resources and the opportunities to resolve certain problems, this provides the access to international contacts and sources of financing for the Russian partners - for example, for "Sluzheniye".</p>

of Opportunity International, organized in its affiliations all over the world.	
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### **3.2. Recommendations**

- 1) The number of parties involved in the decision-making process, was too big, and this has decreased the effectiveness of the project's management mechanisms. It seems that for the successful implementation of the project it could be optimal to have the partnership of two implementing organizations/grantees and one grant-making organization.
- 2) Regardless of the fact, that the American partner - Opportunity International - had its office in Nizhniy Novgorod, its Chicago office was the part of the decision-making system on the daily basis. In the conditions of unstable social-economic situation in Russia, significant local specifics, as well as the limits of time for the project implementation, it could have been reasonable to concentrate the management of the project in the place of its implementation. If a foreign organization has the office in the country where the project is being implemented, then exactly this office should be the official partner.

## **Conclusion**

More detailed project description, the documents and data collected through the evaluation, as well as methodological materials and pictures are included in the Appendices. They will be useful for those who are planning special studies related to this project, or for those who are planning to develop a similar project.

The list of recommendations can be expanded and include more and more details almost without any limits. That is why the evaluation team has kept in the main body of the report only the main recommendations - they are in the end of each section after the chapter "Results of the evaluation", and the most important recommendation are included in the chapter "Annotations".

The evaluation team hopes that these recommendations will provide actual support, primarily for the Association "Sluzheniye". The successful development of this Association seems to be very important for strengthening the non-commercial sector not only in Nizhniy Novgorod oblast, but all around Russia. We believe that strengthening of the regional part of the overall sector will support the weakening transformation of public-political relations in the Russian society.

Currently the Association conducts quite important work and has sufficient capacity to expand its activities and the potential for increasing its influence. However, there are always problems, accompanying the development, that may cause the failure of all the previous efforts. In order to stabilize the success it is necessary to develop inter-regional connections and, if it's possible, to draw in the specialists from other regions.

The evaluation team does not think, that this report is the final stage of the involvement in the fate of Nizhniy Novgorod NGOs and project partners. We hope that in a month we will have the opportunity to participate in the annual conference of local organizations, and that our collaboration will continue.

155

We can certainly say that the work done was useful for us not less than for Nizhniy Novgorod organizations. We are always ready to help them, and we count on the mutual desire from their side. That is why we do not set the period in the last faze.

We wish success and happiness for all the colleagues who work and live in NGOs in the city on Volga river at a distance of one night on the train from Moscow, from Kurskiy railway station

*Katya Greshnova, Lena Zhemkova, Oleg Kazakov*

*Russia, Moscow,  
Volkov str., Malyi Caretnyi, and Leninsky prospect,  
April, 24, 1997,  
15:11*

## **Annex M**

# COMPASSION IN RUSSIA

## Project Impact Evaluation

(V. Bushuyev, O. Zykov, N. Khananashvili)

### 1. Project Information

The project "Compassion in Russia" received a grant which was implemented by the center "Compassion" and International Rescue Committee (IRC). The project was functioning before the grant was received. The total funding received from the IRC was \$200,000.

During the pre-grant period "Compassion" took care of 600 beneficiaries. The clients were members of the association of people, who had suffered from ungrounded political repressions (the Memorial Society). The region under the project was the city of Moscow. The general number of beneficiaries in this category, which need nurses and medical assistance, as well as treatment at hospitals, is about 6,000 people. The number of clients serviced by the project increased to 2,400 within the project period. Total serviced - 2,400. Nurse and medical assistance was offered to 207 patients by over 160 employees, which were recruited by "Compassion" for the implementation of the World Learning grant.

The project was closed down December 31, 1996.

### 2. Project evaluation activities - Description

The project evaluation continued for four weeks.

To evaluate the performance under the project, financed by World Learning, the experts did the following:

1. Interviewed the project beneficiaries.
  - 1.1. Compiled mini-questionnaires for the beneficiaries  
The list of questions:
    - a) Full name, date of birth
    - b) How long have you received medical assistance?
    - c) (This question can be answered by the clients or, if they suffer from bad memory, by a "Compassion" representative.)
    - d) What kind of assistance did you receive? How often?
    - e) Were you satisfied with the quality of assistance and medical aid?
    - f) Do you think that you will need such an assistance in the future? (A detailed answer is desirable.)
    - g) Can you provide any comments about the assistance?
    - h) What can be changed or improved in terms of provided services and their quality?

1.2. Identifying the audience for telephone interviews.

A group of beneficiaries (single and in need of assistance), direct victims of illegal political repressions in the 30s - 50s, was chosen for the interviews. All the

beneficiaries live in Moscow. According to the "Compassion" database, the group consisted of 207 people.

1.3. The telephone interviews were arranged by means a random sample in combination with "external" and "internal" interviews. The essence of this approach is the division of the interviewed to two equal groups. One group was interviewed by a representative of the evaluation team (expert), the other - by a "Compassion" representative. This allowed for additional comparison of interview results with the account of various sources, requesting information.

The interviewers did not restrict their interviews to a specific Moscow district, the territorial approach would not have allowed for an evaluation of the level of assistance irrespective of the client's location.

Twenty people were interviewed (the list of the interviewees and typical answers are attached, see Attachment 1)

The representation of the sample is about 10%.

The obtained data confirmed that:

- a) clients were willing to answer the questions;
- b) the work of doctors, social workers, and volunteers was rated highly by the clients;
- c) the beneficiaries are in serious need of continuous assistance of the doctors, social workers, nurses, and volunteers;
- d) the data, received by "internal" interviews, was equivalent to the data obtained by "external" interviewers.

2. Methodology and system materials used by "Compassion" during the project and developed by its closedown.

2.1. "Compassion" prepared the following methodology materials (see Attachment 2):

- a) the list of services (types of services and duration of work), offered in the scope of the project nurse component;
- b) reporting documentation ("Compassion" physicians and volunteers).

2.2. Also available are concept papers (see Attachment 2):

- a) a model of a center for post-stress geriatric rehabilitation;
- b) a concept of an alternative government service for assisting people with disabilities and the elderly;
- c) a typical scheme of interaction between government and non-government medical and social structures (a real-life example is used - Khamovniki municipal district, Moscow).

### 3. Conclusions

An analysis of the project's effectiveness was performed on the basis of the presented materials and information. The results of the analysis allow for the following conclusions:

1. The project was implemented successfully. Besides nurses' assistance, the medical and social workers and volunteers serviced up to 500 calls a month (primary advice, monitoring, volunteers' visits, medical services, hospitalization).
2. A sustainable structure, which continues the work initially funded through the grant, even after the grant ended (almost 50% of the services, provided in the framework of the project; up to 70 nurses and over 30 volunteers). This was another contribution to the development and expansion of the volunteer movement in Russia.
3. Stable feedback ("clients - medical and social workers - "Compassion") was achieved.
4. A computer database on the project beneficiaries was created.
5. New methodology and concept papers were offered, this proves the project sustainability and organizational capabilities of those who worked in the framework of the project.
6. Inefficiency of the system of external relations of the Center gives rise to certain fluctuations of the scope of the services offered and the number of clients serviced (reduction of the scope of services after the grant is over).
7. Employees doing the nurse work belong to two different age groups (before 25 and after 40). The communication ties between the two was not sufficient.

#### **4. Recommendations**

1. Financial issues. Identification of external sources of funding for continuing the work under the project should be accelerated.  
The following guidelines can be considered:
  - I. Establishing closer contact with the Government of Moscow for bids for the above medical, nurse and social services.
  - II. Attracting city and municipal budget funds for the implementation of social programs (in cooperation with the Government of Moscow and local government bodies).
  - III. Developing a external relations service within the Center (to expand activities on fund-raising).
2. Methodology
  - I. Completion and systematization of methods and concept papers.
  - II. Further work on the client database (expanding parameters for the implementation of the search).
  - III. Organization of internal training (workshops, etc.) for different age groups of "Compassion" employees. Exchange of experience and methods. Psychological training.
3. Administrative issues. It is necessary to make the project autonomous as follows:
  - I. Full-time project director who has exclusive rights for the distribution of operational funds.
  - II. Full-time highly qualified employees.

- III. Creation of a system of continuous training of the employees working with the project beneficiaries and other geriatric clients.
  - IV. Development of the concept and program for the experts and employees of the project.
  - V. Availability of an individual work plan (job descriptions), associated with the general program and plans of the Center, for each employee and expert.
4. Organizational issues. Establishing contacts with the third sector organizations, involved in similar activities.

## **5. Summary**

The study of the materials provided by the "Compassion" center to the team for the evaluation confirms the urgency of the project. The following should be noted:

- 1. The importance of the generalization and distribution of the experience, methods and concepts developed by the organization implementing the project.
- 2. The idea of a model geriatric rehabilitation center, as well as the establishment of regional and inter-regional geriatric centers, deserve careful consideration. The centers are expected to implement both existing goals and goals related to the concept of an alternative government service.
- 3. The above project is regarded as a vital and stable one. However, it needs continued external funding.

## Hageboeck, Molly

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**From:** Tatiana Galkina[SMTP:wldlearn@glasnet.ru]  
**Sent:** Tuesday, June 17, 1997 6:49 AM  
**To:** Hageboeck, Molly  
**Subject:** some materials for the final report

Working groups on an Association establishment

### 1. ORGANIZATIONAL

Belonogova, Kazakov, Drapushko, Khananashvili, Yakimets, Borovykh

### 2. RESOURCE

Greshnova, Kabanova, Zhemkova

### 3. INFORMATIONAL

Ilyin, Galkina, Demicheva, Belonogova, Zaks, Korukina, Nikitina, Bodungen, Yukin, Kabanova

### 4. PR/LOBBING

Drapushko, Belyaeva, Khananashvili, Zykov

### 5. PROGRAM

Greshnova, Borobykh, Zhemkova, Kazakov, Bodungen

An Association spheres of activity  
(brain-storming materials)

Numbers in brackets are priority scores (1=lowest)

- 1.(21) Informational services
- 2.(21) Data Base on experts
- 3.(6) "Club" function: place of gathering of evaluation fans
- 4.(16) Records archive
- 5.(18) Promotion of an evaluation idea
- 6.(15) Informational newsletter for an Association members
- 7.(12) Development of evaluation standards (protection of members)
- 8.(2) Conference on sharing of evaluation experience
- 9.(19) Is Association needed?
- 10.(7) Representative functions in governmental structures
- 11.(14) Standards of experts' activities
- 12.(7) Advertising campaign for bringing in evaluation "buyers"
- 13.(8) Bringing in new members
- 14.(12) To open the conference on e-mail
- 15.(20) Library establishment
- 16.(14) Develop contacts with evaluation Associations in other countries
- 17.(17) Defining of organizational structure
- 18.(17) Personnel selection
- 19.(9) Ethical code
- 20.(10) Mechanisms of legal protection
- 21.(18) Development of home-page
22. Development of evaluators club traditions
- 23.(1) Establishment of "honor court"
- 24.(20) Develop grant proposal
- 25.(17) Develop documents portfolio on contracts
- 26.(21) Data base on stockholders
- 27.(15) Organize 4 workshops within the year
- 28.(16) Meeting with ex-president of American Evaluation Association
- 29.(5) Data base on conflicts/precedents (through buyers list)
- 30.(6) Association widening
- 31.(5) Legal activity on evaluation
- 32.(1) Training
- 33.(12) Find office space

- 34.(2) Association membership cards
- 35.(2) Marketing research in nearest countries
- 36.(16) Searching for funding sources
- 37.(18) Develop working plan
- 38.(18) Define priorities
- 39. System of certification
- 40.(19) Development mechanism of evaluation data/information gathering and dissemination
- 41. 5 evaluation within the year
- 42. Prize for evaluation quality
- 43.(14) Membership criteria
- 44.(3) Translation of books on evaluation - 1 book per year
- 45.(11) Association registration

Objectives, functions of the Association

- \* ADVOCACY
- \* PROTECTION
- \* STANDARD
- TECHNICAL
- ETHICAL
- \* MARKET DEVELOPMENT
- \* PROFESSIONAL PROMOTION
- \* INFORMATION SHARING
- \* TRAINING + PROFESSIONAL DEVELOPMENT
- \* PUBLIC AWARENESS

Constraints

1. ARE WE PROFESSIONALS?
2. WHO ARE WE?
3. WHAT DO WE WANT?
4. WHO ARE OUR CLIENTS?
5. WHO IS DEALING WITH THIS NOW?
6. WHY DO WE NEED AN ASSOCIATION?

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World Learning - MSI NGO Evaluation Certificate Training Course  
 MID-TERM Evaluation Form  
 Phase 1, March 1-5, 1997

24 individuals participated in the Training Course (2 people did not attend the second training session [Belyaeva and Sharents). We received 20 questionnaires. We have not received questionnaires from: Oleg Zykov (group 4), Alexei Bodungen (group 5), Andrei Ilyin (group 8).

I. Timing and Phasing of the course:

This training program is DESIGNED to give the participant a combination of academic learning, practical exercises in class, and a "real life" evaluation task to complete under the guidance of the expert trainers. This section of the questionnaire addresses the timing and phasing of the training program:

1. Were you able to attend all classroom sessions?

Yes - 16  
 No - 0  
 Most - 4

2. Was it difficult for you to find the time to take this class?

Difficult, but I did it - 10

Not Difficult - 10  
Very difficult, I may not complete the class - 0

3. Phase I, just completed, extended over two weeks with two classroom sessions interspersed with a "real world field exercise.

A. As an approach for developing your skills as an evaluator, how do you assess this approach?

Very Effective - 10  
Effective - 10  
Not Effective - 0

b. The training required you to conduct a "team" exercise between the two classroom sessions. Was it difficult for you to meet with your team for this exercise?

We met without difficulty - 9  
We met with difficulty - 8  
We only talked on the telephone - 3  
We did not meet except in the classroom - 1

c. Was there sufficient time between the two class sessions to complete the exercise?

Sufficient Time - 11  
Barely Sufficient - 7  
Inadequate Time - 2

d. What is your assessment of the balance between class time and fieldwork?

Need more classtime - 1  
Less classtime - 1  
Classtime OK, more field work time - 7  
Balance about right - 11

## II. Presentation of the Technical Material

### Written Materials

1. Assess the quantity of written materials provided

Too much - 3  
About right - 15  
Too few - 2

2. Assess the quality of the materials

Very good - 13  
OK - 7  
Mediocre - 0

3. Assess the usefulness of the materials to you as a future evaluator

Highly useful - 14  
OK - 6  
Not useful - 0

What materials were most useful to you? Be specific:

All materials - 4

Concrete:

- Structure of the report writing on evaluation, evaluation criteria
- Managing the evaluation process - 2 responses
- Materials on data collection, analysis, developing and data interpretation
- Materials on evaluation process planning, structure of the report, "stakeholders" question
- Systematization of the practical evaluation approaches

- Classification of information data collection and principles of report writing
- Article by Richard Blue
- Practical exercises
- Charts
- Values and ethics of evaluation
- 5th section - Evaluation Structure
- Sections: 1, 2, 4, 5, 9
- Section 2 - developing questions for the evaluation
- Section 4 Managing the evaluation process
- Data Collection and Data Analysis Methods ( more detailed examples)
- Creating an evaluation plan
- Organization of the evaluation process
- Classifying data collection and analysis methods
- Almost all examples
- Evaluation Structure - (section 5)
- Getting ready for Data Collection and Data Analysis (section 6)
- Data Collection Techniques (section 7)
- Data Analysis and Interpretation (section 8)

#### Classroom Instruction

#### 4. Assess the instructor's knowledge of evaluation methods

Very knowledgeable - 18

OK - 2

Not very knowledgeable - 0

#### 5. Assess the instructor's clarity of presentation

Very clear - 15

OK - 5

Not very clear - 0

#### 6. Assess the instructor's responsiveness to questions and comments

Very responsive - 14

OK - 6

Not responsive - 0

#### 7. Assess the quality of instructor's critique and feedback on class exercise

Very relevant and useful - 9

OK - 11

Not very relevant or useful - 0

#### 8. Assess the pace of the presentation of key concepts and theoretical points

About right - 16

Too quick - 3

Too slow - 1

#### 9. Were concepts and theories illustrated by good examples

About right - 13

Too many examples - 0

Not enough examples - 7

What suggestions would you have for improving class room presentation? Be specific:

- Look over the structure of the presentations
- It might be a good idea to provide a structure or outline for the group presentations and limit time of presentation to 10 minutes
- Provide more detailed and critical analysis of the group work
- More concrete critiques from the instructors on the practical team

165

presentations

- Provide all participants with the concrete task of analyzing every presentation
- Involve the participants more often in discussions of the conceptual ideas
- Limit time of theoretical explanations in order to have enough time to discuss the practical exercises
- Provide written examples of completed evaluation reports as examples
- It would be more useful to explain most charts and ideas with concrete examples and illustrations, rather than just reading over the tables. It is not necessary to simplify all the material. It might be a good idea to use one example of a real evaluation throughout all the lectures and refer to it over and over when explaining different ideas and concepts.
- Try to avoid obvious repetitions
- After every presentation summarize typical mistakes, and make note of originality
- Analyze classroom exercises
- Stop everyone who strays from the main topic of their presentation and redirect them to concentrate on the main issues at hand

### III. Self Assessment of Skills learned in Phase I.

Assess your own learning of evaluation skills presented in Phase I.

1. I have a better understanding of the role of evaluation in the project cycle.

Yes - 20

No - 0

Uncertain - 0

2. I can now explain the difference between APPRAISAL and EVALUATION.

Yes - 17

No - 0

Uncertain - 3 (Larisa Goncharova, William Drapushko, Oleg Kazakov)

3. I can easily name three potential ethical problems in conducting evaluations.

Yes - 5

No - 0

Uncertain - 15

4. I can explain the difference between a descriptive and a causal evaluation.

Yes- 19

No - 0

Uncertain - 1 (Nodar Khananashvili)

5. If asked, I could assist with confidence an NGO to develop an evaluation scope of work.

Yes- 18

No- 0

Uncertain - 2 (Maria Zaks, Elena Zhemkova)

6. I could easily explain the difference between a formative, summative and ex-post evaluation.

Yes - 17

No - 0

Uncertain - 3 (Elena Belyaeva, Larisa Goncharova, William Drapushko)

7. If asked, I could easily conduct a project evaluation "stakeholders" analysis.

Yes - 17

No - 0  
Uncertain - 3 (William Drapushko, Elena Zhemkova, Andrei Sinelnikov)

8. I can now prepare a project evaluation "IF-THEN" hierarchy tree.

Yes - 19  
No - 0  
Uncertain -1 (Larisa Goncharova)

9. I can easily distinguish between project "activities", and project "objectives".

Yes - 19  
No - 0  
Uncertain - 1 (Vera Demicheva)

10. I can easily explain the difference between a objective and a "results indicator".

Yes - 18  
No - 0  
Uncertain - 2 (Alexander Borovikh, Vera Demicheva)

11. If I saw a Request for Proposal from a potential client, I am confident I can now develop a complete proposal, including evaluation design, key questions, indicators, potential data tables, and organization of work schedule (GANTT).

Yes - 17  
No - 0  
Uncertain - 3 ( Larisa Goncharova, William Drapushko, Elena Zhemkova)

Next Phase:

You are now in the process of doing a field evaluation of an NGO project including preparation of a written and oral report. These reports will be presented and critiqued in the Phase II, which will begin with class room sessions in May, 1997.

A. We need your advice as to what training you would find useful in the academic section of Phase II. Please check as many as you wish:

1. Review basic concepts of analysis and question formation - 15
2. More work on developing measures/indicators - 13
3. More practical work on various forms of data collection instruments - 14
4. More work on quantitative aspects of data organization and analysis - 10
5. More work on interviewing techniques - 10
6. More work on planning and budgeting of time and money - 8
7. More work on Report Preparation - 14
8. List other suggestions where you think additional classroom time would be useful:

- Presentation from one organization's concrete experience working with an evaluator, problem solving during the evaluation process
- Interview techniques and ethics in interviews
- Detailed analysis of 1-2 real project evaluation
- Report development and establishing an evaluation contract
- Overview of some good evaluation reports
- Ethics of surveys and discussions with clients
- Questionnaire development
- Searching for clients, creating jobs for evaluators and more details on the specific types of evaluations

9. What about the balance between classroom time and team consultation sessions with trainers?

More classroom time - 2  
More team consultations - 6  
Current mixture about right - 12

V. Administration:

Please help us to assess administrative aspects of Phase I.

1. Assess the location of the training site.

Very Accessible - 11  
OK- 8  
Difficult to get to -1

2. How were the room accommodations.

Very good - 14  
OK - 6  
Not good - 0

3. How was the Food.

Excellent - 14  
Acceptable - 6  
Poor - 0

4. Any specific suggestions for improvement:

- Hold the workshop at a site inaccessible to our "bosses" so they cannot travel to the site and distract us
- Entertainment at the participants' expense
- Classes at the same building where we live
- Food was too abundant

5. How was the general administration of the course by World Learning ?

Excellent - 19  
OK - 0  
Inadequate - 0

6. Please make any suggestions for improvement in course administration. Be specific:

- More TV and media representatives
- More time for practice
- Training materials on diskettes
- Hold training in Moscow
- Common events with trainers, include trainers in the participants' team work
- Have a model of a good evaluation with a good report would be nice

\*\*\*\*\*

WORLD LEARNING-MSI NGO Evaluation Certificate Training Course

Phase II and Final Participant Evaluation Form  
May 18, 1997  
Moscow

II: Field evaluation exercises -

1. Please assess the value of the field exercises in developing your evaluation skills

a. exceptionally useful 14

168

- b. useful 3
- c. marginally useful 1
- d. a waste of time

2. Please indicate your agreement or disagreement with the following statements:

a. The field exercise was useful, but not necessary to the development of my skills

agree 1 disagree 17

b. The field exercise was essential to developing my skills

agree 17 disagree 1

Comment:

- in my own work was not enough a) partnership evaluation and b) time (it's not deal with evaluation time)

c. I was able to apply concepts and tools introduced in Phase I in the conduct of the field exercise.

agree 18 disagree

Comment

- partly because of the lack of resources  
 - yes, but during my report review I understood that some points of the Phase I were not clear for me enough

d. The field exercise was useful, but not worth the time and expense

agree 2 disagree 16

Comment

- time and money were used effectively

e. Given the constraints of time, money, and our level of skill development, the field exercise was too demanding and unrealistic to be useful.

agree 3 disagree 15

Comment

- it's partly true  
 - it needed a lot of time, but was not unrealistic  
 - for people we interviewed it was absolutely serious, but for us there were a lot of unrealistic aspects

f. Without the field exercise this course would have been much less useful

agree 17 disagree 1

Comment

g. Working in a team was interesting, but I could do a better job by myself.

agree 8 disagree 10

Comment:

- it's easier to work in team  
 - hard to say, I worked along  
 - I'm sure I can't do it along

h. Although team approach presents problems, it is the best way to conduct an evaluation.

agree

disagree

Comment:

- Conducted evaluation was my first evaluation and have nothing to compare with, that's why I'm not sure
- it depends on evaluation object and goal
- in our case team approach was not the best way

3. If you were to replicate the field exercise, what specific improvements would you make:

a. During the classroom preparation phase (be specific)

- more realistic plan
- classes on projects cost-effectiveness
- without any changes
- clear examples of questionnaires and interview
- organizers should notify projects representatives about impending evaluation
- more attention on methodology and its importance
- more concrete evaluation goals (1-2 points)
- adequate plan, more tight goals
- detailed information on projects evaluated
- more information
- possibility to choose team
- more realistic evaluation of our opportunities

b. During the field work

- more interviews during the evaluation
- evaluation of job places effectiveness, sustainability and project cost-effectiveness
- should be useful to work under experienced expert supervision
- meeting with USAID representatives, choose NGO coalition for an interview
- external circumstances are not depend on us
- take a vacation for report writing, show report to independent person
- define team leader and share responsibilities
- more site visits
- more concrete planning
- more time needed 2
- represent 1 versions of evaluation report as a draft, then have a time to improve it and represent again
- define task for everyone in evaluation team, then develop common results
- improve interview with "buyer"
- have a time to receive comments from "buyer"

c. In the critique and follow up phase

- receive evaluation on Molly's questionnaire
- professional evaluation example for comparison
- discuss report with colleagues
- more critical discussion on conducted evaluation
- have a time for comments on conducted evaluation from trainees
- comparison of quality of conducted evaluations instead of quantity would be more effective
- show evaluation report to the evaluated project representatives
- without any changes
- more concrete discussion on evaluation goals with "buyer"
- organize oral presentation in a different way

III. Final Class room sessions

A major emphasis during this session was on Report Presentation and Critiques

1. How useful were the instructor's critiques of your team's report

very useful 13  
useful 5  
marginally useful  
waste of time

2. Was the instructor's critique of your report fair and courteous?

Completely 12  
Mostly 6  
Partially  
Not at all

3. If given the opportunity, would you and your team wish to prepare a new version of report?

Complete rewrite 2  
Redo some sections 10  
Minor changes are needed 5  
It is basically fine as it is 1

4. Are there some parts of the evaluation process where more classroom or guided field experience would be very helpful: (Circle the answer which best fits your situation.)

a. Evaluation Design:

I need more classroom 1  
I needed more field experience 10  
Both 5  
I'm sufficiently competent 2

b. Scope of Work Preparation:

More classroom 2  
More field 7  
Both 6  
Competent 3

c. Preparing questionnaires

More classroom 1  
More field 2  
Both 10  
Competent 5

d. Conducting interviews

More classroom 3  
More field 4  
Both 7  
Competent 4

e. Analyzing and Presenting quantitative data

More classroom 3  
More field 2  
Both 11  
Competent 2

f. Assessing organization development, management and financial/cost effectiveness issues

More classroom  
More field 2

Both 13  
Competent 3

g. Reaching well supported conclusions and recommendations:

More classroom 1  
More field 4  
Both 11  
Competent 2

h. Writing clear and persuasive Reports

More classroom 1  
More field 10  
Both 7  
Competent 2

5. Now that you have completed the entire World Learning - MSI course, how would you rate your professional competence as an evaluator. (Circle the letter besides the statement which best describes your situation)

Group 1

- a. Fully competent to conduct all aspects of evaluation design, data collection and analysis, and report writing and presentation. 2
- b. Fully competent to design and manage an evaluation using a team of experts with complementary skills.
- c. Competent to be an equal partner on a professional evaluation team within my area of specialization 7
- d. Competent to work with professional evaluators in a supporting role, but need more experience. 7
- e. Need more classroom and field training exercises and experience before I am willing to seek work as a professional evaluator. 2
- f. I have decided that the field of professional evaluation is not an area of expertise and professional employment I wish to develop.

Group 2

- a. Competent to determine whether an evaluation report is up to professional standards, but not prepared to label myself as a professional evaluator. 10
- b. Competent to use evaluation findings in my work. 8

6. The Second major objective of Phase II Classroom Session was to help develop a collective effort to promote professional evaluation activities in Russia.

a. Do you feel that the time is right to develop some kind of evaluation association in Russia?

Yes 8  
No  
Maybe 10

b. Do you and your colleagues enrolled in this World Learning - MSI Russian evaluation class have any comparative advantage in taking an initiative to establish a Russian evaluation association (or movement)?

Yes 7  
No

As much as any group 10  
Not Sure 1

c. Were the Phase II Classroom Sessions which presented the other countries experience in developing a Professional Evaluation Association to the Russian effort useful?

Yes 13  
Somewhat 5  
No  
Don't know

d. A number of documents about the American Evaluation Association(AEA) were distributed and discussed, including by-laws, standards, membership announcements. Were these documents helpful in your efforts to develop a Russian Association?

Yes 16  
Somewhat 1  
No 1  
Don't know  
Comment (other documents needed?)

- list of evaluation associations around the world with contact information
- real evaluation report as an example

7. A third objective of Phase II was to introduce you to the opportunities to become established as a profit (or not for profit) business to provide evaluation services for a variety of clients.

a. How useful were the class discussions on developing an evaluation business?

Very useful 8  
Useful 7  
Marginally Useful 3  
Eliminate

b. Suggestion for Improvement: (please be specific)

- it should be close to Russian specific situation
- it should be on concrete projects

8. What is your expectation about becoming an evaluation professional, either as an individual or in a company over the next six months?

- a. I fully expect to earn money in evaluation work within six months 2
- b. There is a possibility I will earn money 6
- c. I may do so if the opportunity arises 10
- d. It is unlikely that I will be doing evaluation work as a professional money making activity.

9. Participation in this course has given me many new contacts which will be helpful in my effort to become a professional evaluator.

agree 9  
somewhat agree 4  
disagree 1  
don't know 4

#### IV. Summary questions

1. Looking back on the entire course, please indicate your assessment:

- a. Best training program I have ever experienced 3
- b. Among the Best 11
- c. Certainly useful, but considerable room for improvement 4

- d. Marginally useful
- e. A waste of time and money

2. In the mid term evaluation, participants made several requests for improvement, such as more examples, stronger critiques, more materials. In general, how responsive were the trainers to your requests

- a. Completely Responsive 8
- b. Very Responsive 10
- c. Marginally Responsive
- d. Not Responsive

3. Now that you have completed all phases of the course, in your opinion, what parts need more emphasis and time, and what parts could have been shorter. Please be specific:

More emphasis

- evaluation methods
- all aspects of the workshop were appropriate
- preparation to data gathering, data gathering tools
- practical work in class on each section of workbook
- practical work on evaluation report
- projects cost-effectiveness
- data gathering and analysis methods

Less emphasis

- data analysis issues
- business side of evaluation issues
- Association establishment issues

4. In the last phase, USAID officers and Moscow government representatives, who use evaluation results were introduced to the class. Would it be useful to do more of this, including representatives from other organizations (e.g., World Bank, Foundations, other parts of the Russian Government)?

- a. Very useful 11
- b. Useful 4
- c. Marginally useful 3
- d. Not very useful

5. If this course could be repeated in Russia for others interested in becoming professional evaluators, what would be your recommendation to other colleagues? "I would .....

- a. definitely recommend they take the course. 16
- b. probably recommend they take the course 2
- c. recommend that they look into it, and decide for themselves
- d. recommend against taking the course

6. In your opinion, if another World Learning evaluation course were offered next year, would it be possible to find Russian evaluation experts to teach the course?

- a. Could be taught completely by Russian experts
- b. A combination of Russian and American experts would be best 15
- c. Most of the expert teachers should be Americans 2
- d. It is too early to expect Russian evaluators to have the necessary expertise to teach the course. 1

6. Overall, how would you rate World Learning's management and administrative support for the entire course?

- a. Outstanding 7

174

- b. Very Good 11
- c. Acceptable
- d. Poor

Please make specific suggestions for improvement:

- 5 days is too much for workshop
- organize workshop in Moscow

7. Overall, how would you rate the instructors performance?

- a. excellent 13
- b. good 5
- c. fair
- d. poor

What specific suggestions do you have for us to help us improve our performance as evaluation trainers?

For Molly Hageboeck and Richard Blue:

- thanks
- more attention to Russian reality
- more detailed workshops on concrete topics also needed

175

## **Annex N**

**Project Evaluation  
Magee Womancare International's  
Rural outreach to Russia**

**Prepared by the expert group:**

**Yelena Belonogova  
Vera Demicheva  
Andrei Ilyin**

**April 20, 1997**

## **Evaluation of the project Magee Womancare International's Rural Outreach to Russia**

### **1. Executive summary.**

Magee Womancare International and its partner "Spaso-Perovski Hospital of Peace and Charity" have successfully implemented the project "Rural Outreach to Russia", under which training for medical professionals was conducted on methodology, used by the international association "ASPO-Lamaze", as well as creation of a network of training centers in various regions of the Russian Federation. The established network is sustainable and it's possible to say that it will continue to develop.

In the present report we describe the activities, carried out by Magee Womancare International and "Spaso-Perovski hospital of Peace and Charity" as well as by the training centers, created in the course of the project. During the data collection special attention was paid to the activities of the project's participants after its official completion. The analysis of their activities enabled us to make conclusions about the degree of stability of the training centers.

The first part of the report contains the project information, the second part - description of Moscow and regional training centers, the third part contains main conclusions and recommendations, and the last part - a brief description of the evaluation process.

### **2. Introduction.**

The project "Rural Outreach to Russia" was funded in the framework of the World Learning PVO/NIS Project. The reasons for developing this project were the inadmissibly high rate of complications during child-birth, perinatal mortality, as well as insufficient efforts of the state health care authorities to address these problems.

One factor affecting the high rate of complications during delivery is insufficient knowledge of maternity hospital medical staff about modern methodology of preparing future mothers for child-birth. This is why the project made plans to conduct training for 48 professional medical workers (two people from 24 regions of the Russian Federation) on ASPO-Lamaze methods, which have been used for a long time and quite successfully in the USA.

It was planned that the trained medical specialists would disseminate their knowledge among medical staff of maternity hospitals in their own regions. The assumption was that these specialists would create training centers with NGO status their regions.

### **3. Results of the project.**

During the course of the project 52 professionals from 24 regions were selected and trained: 49 of these 52 also attended additional certification conferences planned in the project design, and 3 professionals were trained outside of the program. All trained professionals have confirmed that they have mastered the methodology by passing examinations, and receiving certificates stating their skills.

Training centers were created in all 24 regions, and a majority of them have officially registered as NGOs.

One of the unexpected results of the project was the admission of 6 trained professionals to the international association ASPO-Lamaze.

According to the data received from the regional centers it is possible to come to the conclusion that the rate of complications during child-birth has decreased when the above mentioned methodology was used.

The data from the report of Irina Bystrova, the representative of the training center "Woman and family", Tver:

Type of complication	Among the trained	Control group
Anhydrous interval	6 hours	8 hours
Primary uterine inertia	2.5%	7.5%
Secondary urinary inertia	5%	7.5%
Cesarean section	2.5%	5%
Perinatal mortality	-	9.8%

According to the data from Barnaul training center

	Average in the region	Among the trained
Number of complications	93%	10%
Perinatal mortality	22 per 1000	None

The ASPO-Lamaze methodology was adapted according to Russian conditions in a number of training centers in the following areas:

- unification of the groups of trainees with pregnancies of different terms;
- drawing in pediatricians to work with the trainees;
- home nursing and monitoring of the children born when ASPO-Lamaze methodology was applied;
- individual classes with the pregnant women;
- medical monitoring after child-birth;
- working in the departments of pregnancy pathology.

Many training centers use such materials as training videos, which allows to improve the training effectiveness.

The regional training centers have developed non-traditional approaches to working with future mothers. For example, in the Vladimir training center the staff has established collaboration with representatives from the local Culture and Education vocational

school, and they in their turn conduct the classes for the center's clients using the elements of folklore culture.

In certain regional centers the clientele is drawn in through the references of the mothers of newborns, who have to stay in the departments of pregnancy pathology in the maternity hospitals. Also the relatives of the pregnant women are drawn in to participate in the partnership of child-birth (future grandmothers, future grandfathers, uncles and aunts).

Notwithstanding that the project has been completed, the activity of the centers not only remained the same, but in the majority of the centers has increased (in 6 of 9 studied centers). The number of clients has also gone up (in 8 of 9 centers).

Almost all the centers have developed mechanisms to evaluate client satisfaction with the methodology applied (according to the data of 5 centers - 100% of clients are satisfied with the quality of services, in 2 - 98%, in other two - 85% and 60%).

ASPO-Lamaze methodology meets the recognition among the health care specialists who haven't been trained under the project, though familiar with the results. The representatives from seven of nine centers gave a positive response to the question "Whether the methodology was disseminated among the specialists in the region?". The most active dissemination was conducted by the Barnaul training center: 39 representatives of various health care facilities of the Altai Krai were trained.

Some of the respondents from the regional organizations have taken part in NGO development workshops conducted by World Learning. They think very positively about the impact of these workshops on their own activities. Natalya Sereda who works in Barnaul training center, says: "These workshops are very useful, especially the ones on fundraising, strategic planning and work with mass-media."

It's worth mentioning that the operation of the organizations trained on WL workshops is more successful. For example, Barnaul training center efficiently applies the skills and knowledge acquired through these workshops, it uses them for the organizational development. The center is actively interacting with the state, commercial, public organizations.

One of the project's results was the emergence of horizontal linkages among the training centers: during the course of project implementation they were constantly sharing the acquired knowledge and developed methodological materials. The leaders of the centers communicate through the phone, exchange the letters, make visits to each other.

The following table illustrates the connections, established among several centers:

Location of the center	Collaborating centers
Barnaul	Izhevsk Tomsk Novokuznetsk
Yaroslavl	Tver Uglich Kostroma Michurinsk Petrozavodsk Nizhniy Novgorod

It is easy to notice that the most active collaboration exists among the centers, located in the same region (Siberia, Central Russia).

The creation of the Association of Training Centers is in its final stage. By the assumption of Moscow center "Woman and family", that coordinates the registration process, the Association will include 15 regional centers that have NGO status.

#### **4. Conclusions and recommendations.**

1. The main goal of the evaluation was to define the degree of sustainability of the training centers that have NGO status. Out of 24 centers created through the course of the project, the Moscow center representatives said that only 15 of them have created NGOs. Because of incorrect contact information provided by the Moscow center we managed to get information from only 9 of them.

When the question was asked about their status, five of the centers responded that they were the part of the state structure, three - that they were registered as public organizations (NGOs), and one of them called itself the institution of additional education. Only six out of nine training centers are actively collaborating with other public organizations in their regions.

Based on these facts it's possible to make the following conclusion: the representatives of the regional centers do not consider themselves to be a part of the Third sector.

The representatives of all the training centers need basic information about the specifics for the Third sector (legal status, specifics of taxation and accounting).

2. Eight out of nine centers work with volunteers. Three centers described their work with volunteers as sporadic, and five centers - as systematic. However, it wasn't easy to get this information: in individual interviews several representatives of the centers gave a negative answer for this question. But after additional explanations about the concept of volunteers it was found out, that in reality they work with volunteers.

Such a valuable asset as volunteers' input, which is necessary for the sustainability of any NGO, is not utilized sufficiently.

3. Eight out of nine organizations mentioned difficulties with acquiring financial and other resources.

The conclusion: the organizations do not possess sufficient knowledge and skills on fundraising, on how to write proposals, on how to work with sponsors.

Recommendations: To conduct training seminars on successful and stable NGO development for the leaders of the regional center (strategic planning, fundraising, work with volunteers, legal provision, public relations). The supporting factor for our recommendation is the fact that those organizations which had participated in the NGO development seminars conducted by WL (4 out of 9) do demonstrate more successful operation of their centers.

4. When conducting the evaluation we ran across certain difficulties related to the lack of quick and reliable communication means with the regional centers (only 2 out of 9 use e-mail and fax). Furthermore, a certain amount of contact information provided for us by Moscow training center appeared to be incorrect.

Conclusion: it is almost impossible to have an effective information exchange among the centers, the coordination of their activities is complicated.

Recommendations: to develop the communication systems, primarily email; it seems that there's a need to develop a mechanism for constant updating of address and contact information.

5. We found that the system of data collection about results of the regional centers (for example, the data on complications, mortality) is imperfect in the majority of the centers.

Conclusion: it is difficult to compare the data on complications and mortality with the average statistic data of the region. This leads to such a situation when the centers lack an effective tool to work with potential clients.

Recommendations: to more widely disseminate the methods and data analysis of medical statistics (for example, those used in Barnaul training center). This will allow them to work more efficiently with sponsors (drawing in the financial and other resources) and with the state structures (participation in the state programs, and acquisition of finances through the mechanism of social order), and to disseminate the methodology (drawing in professional health care specialists and new clients).

6. We collected a certain amount of information that characterizes the operation of the training centers related to the network structure:

- some centers mention weak connection with Moscow center;
- after the last planned project conference, general activity focused on promoting information exchange among the centers has decreased;
- there is active communication among the regional centers;
- the leaders of several centers have mentioned the difficulties in obtaining materials, received from the Western partners, from Moscow;
- The Moscow center recommends the following mechanism of developing and sharing new methodologies: all new developments should be sent to Moscow and only after their testing will they be disseminated to the regions;
- representatives of several centers believe it would make sense to create regional associations instead of creating an Association with the center in Moscow.

Conclusion: the model of interaction between Moscow center and regional ones, that existed during the project development and implementation, is outdated and does not respond to the existing situation. The regional centers have accumulated a unique experience and have achieved a high degree of independence.

Recommendation: to develop the mechanism of interaction between the centers, which will provide a higher degree of their independence from the Moscow center and will enable them to interact directly with one another and foreign partners.

##### **5. Description of the evaluation process.**

When conducting the evaluation we carried out the following:

1. Consultation with the stakeholders to determine the objectives for evaluation.
2. Visits to Moscow center.
3. Interviews with the staff of Moscow center.
4. Analysis of the reports of the regional centers, provided by the staff of Moscow center.
5. Studying the database on medical statistics (Moscow center).
6. Preparation and sending out the questionnaires.
7. Interviews with the representatives of the regional training centers.
8. Processing of the information collected, preparation of the evaluation report.

During the consultations with the representatives of the client (World Learning - Tom Kelly, Donna Barry) we have found out that the main interest of the client is to understand, to what extent the project was successful from the point of view of creation the NGO network. Taking this objective into account we have planned and conducted this evaluation.

### **The list of Appendices**

1. Questionnaire for the regional centers.
2. The report of Irina Bystrova, the leader of the training center "Woman and family", Tver, from the presentation of the project which was conducted in USAID on April 17-18, 1997 in Moscow.
3. Registration chart for the clients of the Center "Woman and family", Moscow.
4. Questionnaire for the clients of the Center "Woman and family", Moscow.
5. The second issue of the newsletter "Woman and family", Moscow, spring of 1996.
  6. The list of the cities that have the centers questioned during the evaluation.

## Appendix 1. Questionnaire for the regional centers

Dear colleagues!

Currently World Learning and USAID are conducting an evaluation of the project Magee-Partnership, during the course of which your training center was created. The goal of this evaluation is to perform an analysis of the activities carried out through the course of the project, and to develop the recommendations which will assist all the participants of the project, including your center, to improve the effectiveness of the center's operation.

We would like to ask you to provide the information about your activities through filling out this Questionnaire. We were trying to make this Questionnaire as simple as possible. Unfortunately, regardless of our efforts, it will take some time for you to answer all the questions. We think that it will take from 20 minutes to 1 hour to fill the Questionnaire out, depending in what condition your documents are.

The quality of the evaluation, as well as the quality of recommendations provided for the interested organizations, depends on how complete and exact your answers will be.

The completed questionnaires you can send by fax (095)251-76-17 or via email: [clearh@glas.apc.org](mailto:clearh@glas.apc.org) with the sign "for A.M.Ilyin".

We would like to receive the completed questionnaire as soon as possible, preferably before April 17.

We thank you in advance for your collaboration!

Sincerely,  
World Learning expert Andrei Ilyin.

### Questionnaire:

1. What is the legal status of your center:

- registered as a public organization
- part of a state structure
- other (describe)

If your center is registered as a NGO, please describe its structure (board of directors, board of trustees, number of members, anything else you deem important):

2. What structures do you collaborate with in the course of your activities?

- other public organizations
- state organizations
- commercial organizations

What type of collaboration do you have with each of them?

3. Do you collaborate with the other training centers, created through the course of the project? yes no

If "yes" then what type of collaboration do you have?

Do you plan to participate in the work of the Association of the training centers being created?

4. Describe the budget of you organization (in percentage for each source of funding):

Source of financing	1996 (before the project completed)	1996 (after the project completed)	1997 (planned)
Grants of the foreign foundations			
State targeted funding			
Funds through the social order			
Private donations			
Membership fees			
Services for charge			
Other			
Total amount			

5. What type of work do you have with volunteers:

- there's no work with them
- sporadic
- systematic

Other:

6. How have the activities of your organization change during the time since the completion of the project Magee-Partnership?

Activity:      decreased      increased      did not change

Number of clients:    decreased      increased      did not change

7. Are there any differences in your center's operation compared to the model offered for replication?

8. What difficulties, related to management of your organization, have appeared during the course of the project implementation and after its completion?

- management-related
- difficulties in acquiring financial and other resources
- attracting the new clients

Other:

9. In there were any unexpected results during the course of project implementation, please describe them:

10. Has the methodology been passed on to physicians who didn't participate in the project?      yes      no

If "yes", how many physicians were trained?

186



## **ATTACHMENT 6**

### **Cities of the Centers who returned questionnaires**

- 1. Moscow**
- 2. Murmansk**
- 3. Tver**
- 4. Barnaul**
- 5. Smolensk**
- 6. Nizhni Novgorod**
- 7. Volgograd**
- 8. Yaroslavl**
- 9. Izhevsk**

## Annex O

**WORLD LEARNING**

**A PROGRAM ON PREPARING RUSSIAN EXPERTS IN THE FIELD OF  
NGO PROJECT EVALUATION**

**EVALUATION REPORT**

**“DEVELOPING AN ENVIRONMENTAL INFORMATION  
MONITORING NETWORK IN THE CIS”**

**ISAR / SOCIO-ECOLOGICAL UNION (SEU)**

**EVALUATORS:**

Kostenchuk Ilya,

Kabanova Lyudmila,

Belyaeva Elena.

Moscow-Nizhny Novgorod

1997

## TABLE OF CONTENTS

	PAGE
Executive Summary	3
Information on the ISAR/SEU Project	4
Brief Introduction to the project	4
Reasons and goals for the project	7
Research methodology of the evaluation	9
Section 1: Coordination and Information Center (CIC)	10
CIC Management and Structure	10
CIC Financial Stability	15
Section 2: Development of CIC and its programs after the period of project financing	17
Further development of the programs supported by the project	17
Status of the newspapers supported within the project	20
Section 3: WL role in the project	25
Section 4: Partnership model	26
Section 5: Recommendations	29

### **ATTACHMENTS:**

1. List of the documents reviewed;
2. List of interviewees;
3. Materials representing the CIC products. (not included in English version)

## EXECUTIVE SUMMARY

This report includes an evaluation of the project "Developing an Environmental Information Monitoring Network in the CIS" WL funding for this project ended 2 years ago. The evaluation was carried out by the consultants of Group # 7.

The main task of the project was providing support to SEU's CIC and their programs; they also intended to support two "green" newspapers.

The main conclusion based on the results of the evaluation can be phrased as follows; "The importance of the CIC and its efforts for the ecological movement in CIS shows that through the WL grant the partnership not only achieved its goals, but surpassed all expectations.

### Structure of the report:

The report consists of two parts: Introduction and The Main Part. The first four sections are dedicated to an analysis of the research and conclusions. The fifth section contains recommendations based on the evaluation results. The attachments contain a list of the documents reviewed, data on the research results, and materials of the organization which was evaluated (CIC).

The consultants are sincerely thankful to all the CIC and ISAR employees who took part in the research.

## INFORMATION ON THE ISAR/SEU PROJECT

**NAME:** "Developing an Environmental Information Monitoring Network in the CIS"

**DONOR:** the project was completed under the framework of the PVO/NIS Project implemented by World Learning and financed by USAID.

**GRANT # NIS 2022-00-11.**

**EXECUTIVES:** ISAR and Socio-Ecological Union.

**DATES:** August, 1992 - February, 1996.

**VALUE:** the amount requested -450.000 USD; the amount received - **200.000 USD**

**GEOGRAPHY:** CIS republics.

### A BRIEF DESCRIPTION OF THE PROJECT

ISAR (the ex- Institute Of Soviet-American Relations) was founded in 1983 as an USA-Soviet Union information exchange center. Historical reference: - In 1990 ISAR began working with the Socio-Ecological Union (SEU), which already had developed an extensive network of cooperation with other NGOs working in the field of environment protection. Together they further developed an informational electronic network consisting of 33 stations in 13 of 15 republics. Moreover, International Informational Centers (International Clearinghouses) were opened in Moscow and Washington to simplify the cooperation between NGOs and exchange of information in the field of the environment protection.

*The goal of the project was to establish sustainable contacts with different non-governmental groups working with environment protection and coordinate their work, as well as to extend and strengthen the relationship within SEU sub-divisions (with SEU being the biggest non-governmental environmental organization in CIS) and strengthen the status of the Coordination and information center (CIC) founded in 1987 as an SEU sub-division.*

The Project had three main directions:

**1. Provide direct organizational support for strengthening CIC and its new Information Agencies in the field of environment protection.**

Informational agencies of the center working in the field of the environment protection and the SEU informational agency were publishing the SEA environmental bulletin. According to the project, it was planned to increase the number of the SEA bulletins sent out weekly by mail from 50 (beginning of the project) to 2.000 to members of different groups and newspapers all over the CIS. In addition, it was planned to support a monthly overview of the bulletin in English. From the second year of the project the proposal includes expenses for video information on environmental disasters and long-term problems.

**2. Extension of the ISAR/ SEU electronic environmental network to 20 groups.**

The goal of the network of cooperation was to strengthen and widen the network of information exchange between all the participating groups. Adding 10 environmental groups in the CIS annually was planned. Each of these groups would receive a PC, a printer, a modem and money for covering internal expenses on communication. ISAR and the center held trainings for new members of the informational network, the same way they did for the current members.

The main goal was to create 100 "on-line" stations by the end of 1993 including ISAR, CIC and other Western partners.

**3. Providing assistance to "GREEN" newspapers in NIZHNY NOVGOROD and KRASNOYARSK.**

Supporting "green" newspapers in two very polluted cities of Russia: "Bereginya"-in Nizhny Novgorod and "Environmental Herald" in Krasnoyarsk was a pilot project. Both editorial offices were to be provided with all the necessary equipment, printing-house expenses and personnel salaries.

## **Reasons and goals for the EVALUATION (p. 7)**

The evaluation was completed at the request of the Moscow office of World Learning, an American non-profit organization (stakeholder).

The task of the aforementioned evaluation did not include an evaluation of the project itself, as it was closed in 1994. There is final report of the project by ISAR. In addition, there was an intermediate report of the project completed in December 1993.

The goal of this "post factum" evaluation is the evaluation of the project results evaluation. This was the first project carried out across the CIS and it was aimed at strengthening the CIC.

Due to project completion, the stakeholder was interested in the current status of the Center and the fate of the programs supported within the project.

The stakeholder formulated the questions for evaluation as follows:

### **CIC as an organization**

#### Structure

- Judicial status?
- Organizational status?
- Management structure?
- Number of employees?
- Cooperation with other NGOs (including non-environmental)?

#### Financial situation

- Current financial stability of the center? How is it being provided?
- Sources of financing?
- Does it (center) have financial support from Russian sources?
- Does it (center) provide services for fees?
- What are the difficulties in providing services for fees?

### **Further development of the programs supported by the project**

- What is the effect of the project results after the financing ended?
- Current status of the newspapers?
- Current programs and activity of the center?
- Number and variety of the service provided after the financing ended?

### **Partnership Model**

- Basis for the SEU/ISAR relationship?
- How did the partners complement and help one another?

### **How do the participants in the project view WL activity in the project?**

- Is the center satisfied with cooperation with WL (what else is needed, what could be improved; what was superfluous or insufficient)?
- WL role from the partners' point of view?
- Was there enough information and support provided by WL?
- What, from the point of view of the partners, did WL support include?

### **RESEARCH METHODOLOGY (p. 9)**

While choosing the methods for evaluation, the evaluators proceeded from the analysis of questions for the evaluation, time and financial resources.

As a result, two main methods were chosen for collecting information:

analysis of documents and interviews. 11 people total were interviewed. One person was interviewed by E-mail. This was due to the fact that he lives in Krasnoyarsk. The other 10 people were questioned by means of semi-structured interviews.

Contents of the documents and results of the interviews were analyzed in accordance with the questions for evaluation.

## **Section 1.**

### **CIC as an organization (p. 10)**

#### **Management and organizational structure of the CIC**

11 people work in the CIC on a regular basis. Another 2-3 people are contractors.

The CIC is not an independent organization but an active part of the SEU.

#### **Organizational structure:**

The executive body is represented by 2 levels: CIC director and the center employees.

There are no structural subdivisions, but we can find groups (duties) united by common kinds of activities and projects commands:

- Information service (5 persons)
- Press-group (3 persons)
- Administrative group (3 persons)

#### **Management Structure**

The CIC management Structure currently looks as follows:

The CIC director is elected at a CIC conference; before holding one, he (she) gives an account of activity of the center.

The director of the center is the manager for all other employees. An informal hierarchy in the center exists as well in the form of heads of the projects, who have the right to voice their opinions, but not vote, when management decisions are made.

No job descriptions exist. Nevertheless, every employee knows his (her) duties well. None of the employees is restricted to only fulfilling his/her own functions. The employees can unite on their own to carry out different projects. The way that employees follow management orders for new projects can be described by the phrase: "A director suggests a project, and employees either do it or explain why they cannot". One of the employees' concepts of the management system in the center is that there are no managers, but leaders.

Currently, the leaders see some problems in the organization's functioning, which are: "The amorphousness of the CIC prevents it from developing according to goals"; "How can we stay a social movement without sliding into a level of only professional expertise?"; "What is the proper mechanism for making management decisions?"

*Before coming to conclusions on the effectiveness of the current structure and its management system, it's necessary to examine the context of CIC functioning, and CIC's place in the SEU structure.*

The SEU is a confederate union and has no vertical management structure. The organizations that are part of it, are financially and organizationally independent. Because members of the SEU can independently in choose the directions, forms and methods of their activities, it is impossible to tactically and operatively plan the activities of the union, and obviously, that is why this planning is absent. Management decisions of the executive organs are only recommendations for the movement members. Information is the main element uniting SEU members. "The main principle keeping the union intact is to provide all members with compete, up-to-date information from reliable sources. (SEU by-laws, section 4.1)

CIC is a working organ of the SEU, therefore it a part of the union and is subject to the peculiarities of its confederated structure. This is intensified by the fact, that, the center is responsible for all the SEU *representative functions*, and as such its system of relationships should correspond to the main principles of the way the union functions. *This influence can be considered as one of the reasons for the absence of a formal management structure in the CIC and for the presence of recommendations rather than orders in the Center's management decisions.*

The main function of the Center is collecting useful information and presenting it to interested people and organizations, and SEU members. As the Union is a confederated structure united by one very wide direction without a tactical plan, criteria as to what sort of specific information should be collected and distributed is absent. Most likely this explains the amorphousness some of the employees feel. The only principle of work with information in such conditions is to collect any information directly or indirectly related to environmental protection movement and present it to anybody who might need it. *Therefore the only purpose for the Center employees will be improving means of collecting information and its distribution.*

Activity aimed at developing the means t collect and distribute information is neutral in relation to the environmental and other movements. Increasing the quality and volume of such an activity will inevitably lead to the situation when *the Center's products will expand outside the field of the environmental movement.* This is exactly what happened with the "Sources of Financing" data base. The idea of the resourceful approach soaring in the CIC also confirms this tendency, as its main idea lays in uniting resources of all NGOs.

One of the main responsibilities of the CIC is creating an informational infrastructure for the environmental movement. This implies the necessity of constantly developing the informational system as well as creating new forms and means of distributing the information. As far as information is the main uniting factor for the SEU then the CIC, is the instrument for assuring SEU's vitality. "Information is SEU's blood" (from an

interview). This means that the CIC is not just a mechanism of providing information streams, but an innovative enterprise. Innovative activity cannot stand tight restrictions and limitations, but needs freedom to unite creative minds and intellectual resources. This is another possible reason for the existing structure and style of relationships within the CIC.

The informational activity of the Center started at zero and had no analogous examples in Russia. That is why it developed, to a great extent, spontaneously, while responding to the needs of the Union. As a result, until now the directions of organizational activity and employee responsibilities "in the CIC developed according to functional traditions which are obviously working well because the CIC has existed for 10 long years". This type of development explains the fact, that while lacking jobs descriptions, the Center employees know their duties in the organization very well. This describes a system that is not completely understood, and so, cannot be adapted to other situations..

### **CONCLUSIONS (p 14)**

- The present structure and management style of the CIC are due to the history of its development, the peculiarities of the SEU structure, and the innovative nature of the Center employees activities.
- The further development of the CIC and increasing the quality of its services will require a higher level of professionalism from its employees, differentiating their activities, and increasing the level of management in the organization. This includes the necessity of somehow creating an organizational structure, creating a planning system and changing the system of decision making.
- Creating a structure and management system need not run counter to CIC's innovative character.
- Planning CIC's activities can take place only in the field of improving and developing the means of collecting and distributing information.
- Differentiating and structuring CIC's activities demands the division of the representative and other functions, or even separating the representative functions from the center.
- Formalizing job descriptions will require a closer study of the activity of every employee.
- It is likely that the CIC products will continue expanding outside the environmental movement.

### **Financial Stability of the Center (p. 15)**

The financial stability of the center is considered by the evaluators as a combination of three elements:

- Ability to cover current expenses with current income;
- Ability to cover future expenses with future (planned) income;
- Ability to cover unforeseen expenses.

Financing for the CIC is almost completely (up to 95 %) provided by grants. Currently the main financing is provided by two grants: MOTT Foundation (35.000 USD) and MacArthur Foundation (29.100 USD).

An insignificant amount of money is being raised by providing occasional services (printing service, holding trainings).

This situation causes the condition when planned income can be considered only in the framework of grants received, beyond which the financial condition of the organization is absolutely uncertain. Related to this, the financial stability of CIC can be determined as conditionally-stable at the current time, where the main condition is the presence of grants to help the environmental movement, and success while competing for the next grant.

CIC and SEU management have tried different ways to increase the sources of financing. Moving to a fee-for-service basis causes doubts with the employees for the following reasons:

- The main volume of services deals with informational support for the environmental movement and turning them (services) into paid ones contradicts the main CIC function.
- Products to sell should be high quality, and they don't believe they have reached that level yet.
- A great part of CIC production, being socially important, doesn't have a customer ready to pay for its services.

There was an attempt to organize a fundraising service within the CIC for the SEU members but it failed. Some organizations and SEU members tried to find new sponsors, but this also failed.

A new source of possible funding is currently in formation. A new NREC regional center is being created. This is a foundation that will be distributing grants to environmental organizations in Russia. The foundation will be subsidized by TACIS. SEU would be a sub-contractor within the project. If it happens, the financial stability of the center will increase greatly.

## **Conclusions**

- Currently there is only one source of financing for the CIC, that is grant support.
- Financial stability of the center depends on success of participating in competitions for grants and the presence of international financial support for the Russian environmental movement.
- Looking for new sources of financing is spontaneous, there is no strategic approach.

## **Section 2.**

### **CIC development after the financing for the project ended Further development of the programs, supported by the project.**

To evaluate CIC program development, it is necessary to look at the direct results of the project in September 1994 (ISAR report for the 8th quarter of the project when financing stopped).

1. CIC received new equipment: a facsimile machine, a copier, modern PCs, modems, an office was rented downtown, new employees were hired.
2. In September 1994 the number of the network users reached 170 addresses all over ex-USSR.
3. At that time CIC was publishing two bulletins: SEA in hard copy and its electronic version; "Live Net Info"-by E-mail.
4. When the financing ended, the "Environmental Herald" of Krasnoyarsk terminated its existence as a newspaper, so the editorial office switched over to issuing thematic brochures and flyers. "Bereginiya" of Nizhny Novgorod became a monthly issue for a wider audience.

### **Development of the current project results**

1. CIC has an office with the most modern equipment, including its own Internet server.
2. More than 350 subscribers from far abroad and CIS republics are in the electronic network. About 125 of non-governmental environmental organizations are active in the network. There are also many individual users.
3. SEA bulletin has suspended activity and been transformed into a number of specialized electronic bulletins (for example, on nuclear issues / chemical weapons etc.). "Live Net Info" still exists and has not only environmental but other non-governmental organizations among its subscribers.

4. When the financing was cut, "Bereginya" received financial support from the regional environmental foundation.

5. CIC offers new range of services:

- *Eco-summary* - a weekly newsletter containing environmental news in the headlines and annotations. The entire texts can be obtained from the CIC press-center. It is sent out by facsimile and e-mail.
- *Informational server "What's New"* - a list of all the available materials with a brief annotation, allowing users to choose information they need, and then receive the whole document. It is distributed by e-mail weekly.
- *WWW Ecoline server* - was created with direct assistance of CIC in April 1996. This is the first source of information on the environment in Russian, available through the Internet.
- *CIC press-service*. Main functions are: processing information for users and organizing press-conferences.
- CIS employees created and have been carrying out "Environmental knowledge basic elements" teaching course for the State University journalism department.
- Together with Ecoline, a unique "Sources of financing" data base was created. It is the most complete Russian-language version of an informational - searching system. Copies of the database are distributed through diskettes, hard copies, a telephone information/visit service and the Ecoline server.

#### **Conclusions:**

- When the original funding stopped, the CIC successfully continued developing programs and achieving goals established during the project.
- At the current time the number and quality of services have grown considerably.

#### **CURRENT STATUS OF THE NEWSPAPERS SUPPORTED WITHIN THE PROJECT (p. 20)**

Part of the project was supporting two regional newspapers-"Bereginya" of Nizhny Novgorod and "Environmental Herald" of Krasnoyarsk. These two were chosen based on their reputations and experience. It was planned to replicate the program.

#### **"BEREGINYA"**

"Bereginya" was created in November 1992 as a "green" newspaper of the Volga region. The founders included the eco-center "Dront", one of the biggest Russian environmental organizations and "Green World" environmental union. Initially it existed as an attachment to the "Nizhegorodskaya Yarmarka" newspaper. Having no printing base of its own, Bereginya was in a very poor state. The newspaper was issued only three times a year, thanks to the chief editor of "Nizhegorodskaya Yarmarka". The readers of the newspaper at that time were professional ecologists, teachers and students. It was a special edition for those who knew the subject. The circulation of the newspaper then as well as now was 10.000 copies.

Since this was the first grant the paper received, the "Dront" staff and the newspaper editor, who are still in the same positions, remember the project very well. The WL grant allowed the newspaper to drastically strengthen its position. 8.000 USD were received. The grant was spent on personnel salaries as well as the rent, new office furniture, and printing-house expenses. Also, new equipment was bought: 386 PCs, a laser printer and a scanner were obtained. They are still in use in the organization and were proudly shown to the WL expert during one of the visits.

Owing to the WL support the newspaper comes out on a regular basis, and currently it is a monthly. Obtaining its own printing base has allowed them to achieve self-sufficiency and publish the newspaper independently.

Currently "Bereginya" is alive and popular with people. Financing is provided mostly by the regional Environmental funds which are received from the fees paid by organizations and enterprises. There has been only one little grant and sometimes insignificant amounts of money from the budget. Self-financing of the newspaper in the editor's opinion, is hardly likely. Most of the circulation is distributed free by subscription, through general distributors, at different seminars and conferences on environment, sent to the local administration offices, regional institutions.

The newspaper has changed its orientation, became more popular with the people and more available to its usual readers-teachers, school-pupils, local authorities. The geography of distributing the newspaper widened. Now it can be bought in 120 cities of 9 countries of the world.

The most successful events the newspaper took part in are:

- campaign on prevention of elevating the level of the power station in Cheboksary;
- providing support for "Help The River" program;
- creating the Agency of Environmental Information in Volga river region (1996). The agency publishes its monthly "AEIV-INFO" bulletin that is also distributed by means of e-mail.

### **“Environmental Herald” (“EH”) (p 22)**

“EH” was founded on the October 14, 1989 and was published as so called “self-edition” (Samizdat) 2-3 times quarterly with 5-10 thousand copies in circulation. It was the first newspaper on environment in the NIS. Means of distribution were the same as “Bereginya” had: subscription, free distribution, etc. The newspaper was available to any reader worried by the problem of utilization of nuclear fuel waste (NFW) - the main disaster in the Krasnoyarsk region. So the primary mission was to draw public attention to the problem.

“EH” didn't have a printing base of its own or a stable source of financing. Nevertheless, for the period from 1989 till January 1992 14 issues of the newspaper and one brochure were published owing to the heroic efforts of the editors. From January - September 1992 the newspaper was not published at all due to the absence of finances.

The WL grant allowed them to renew publishing the newspaper on a regular basis. An editorial - publishing house of the Krasnoyarsk regional environmental movement (KREM) was founded, thanks to the equipment received at that time.

Since 1994 “EH” has not been published in the form it was, due to the absence of finances. An editorial center of the KREM, issuing thematic brochures was founded at the “EH” base. They prepared and issued the following:

1. 1994 - two handbooks of the presentations (both in English and Russian) and two collections of papers from the 2nd International environmental conference on radioactivity threat called “After the cold war: disarmament, conversion and safety” (both in English and Russian).
2. 1995 - a book “Mining - Chemical plant. Problems and Reality” was published. (Authors: Mikheel V., Khizhnyak V.; 1.000 copies, A-4 size).
3. 1996 - a collection of presentations and a collection of reports from the 3rd International environmental conference on radioactivity “Nuclear fuel waste. Problems and reality”. The first book: A-4 size, 225 pages, 200 copies; the second book: A-4 size, 215 pages, 150 copies; in addition they issued flyers and booklets dedicated to the problem of nuclear fuel waste.

Currently they are collecting materials to publish a book “Mining - Chemical Plant. A View from the Outside”.

Among the most successful acts of the organization that deal with the newspaper, the following were mentioned:

- publishing newspaper before the grant;
- drawing the attention of the public to the facts of radioactive pollution in the Krasnoyarsk region, as a result of nuclear poisoning activity of the Krasnoyarsk Mining Chemical Plant situated in Krasnoyarsk - 26. Mostly owing to the newspaper activity in 1992, two nuclear reactors were stopped.
- As a result of the "actions" held by the "EH", more than 30.000 signatures of protest against erecting a nuclear RT-2 plant were collected. Building RT-2 was stopped due to these actions.

### **Conclusions (p. 24)**

- The grant substantially affected both papers' survival: "EH", the grant played a huge role in the formation of KREMI; the grant allowed "Bereginya" to become independent and published regularly.
- Financial stability (self-financing of the papers), planned in the framework of the project has not been achieved. This is tied to the fact that it deals with a specific product such as environmental (ecological) information, the field where it is too hard to find a rich customer. The main goals of publishing these papers were educational ("Bereginya") and to sound warning bells in "EH"'s case.
- When choosing the publications to support under the project, the whole picture of both newspapers origins were not studied carefully. "EH" had not been published at that period for several months, and after the grant stopped simply could not survive in the form it existed. "EH"'s narrow specialization didn't need such a big printing form as newspaper. It seems, for the editorial office it was worth concentrating on printing flyers, thematic up-to-date bulletins and brochures. That was the conclusion, the heads of the organizations finally came to after the financing in the framework of the project closed.
- "Bereginya" adapted itself to the conditions around, becoming more popular, earning more readers without changing its intentions. Support from the founders and a stable level the newspaper found itself at owing to the grant, helped it find a constant sponsor.

### **Section 3 (p. 25)**

#### **World Learning's Role in the Project**

CIC and ISAR employees noted that during the project period, WL's role was good natured and business-like. WL didn't intrude with the work or exert pressure, and the organizations were working in the atmosphere of complete trust. WL employees were attentive, and helped a lot when asked.

WL held training seminars for the participants of the project. Three CIC members participated in those seminars. Training sessions on financial management and Public Education through the Media were very useful for them. They note as a positive moment, that "though the western model was represented it was adapted to the real Russian conditions. There was a lot of practical information. Many useful contacts were acquired".

At the seminar on human resources management there was a team of trainers that the CIC members didn't like as there was no contact with the audience. The high quality of materials given out at the seminars were noted.

### **Conclusions**

- The project participants positively rate WL's role in the project .
- Project management provided by WL was quite professional, necessary help was given.
- Assistance in raising the qualifications for the participants of the training seminars was very practical and helpful.

**Section 4 (p, 26)**  
Partnership Model

During interviews the managers and members of both organizations mentioned that the relations between these two organizations are "most remarkable", there is a reciprocal understanding and support.

SEU and ISAR had met before starting to work together in March 1991 at the first environmental conference in Russia. This project was jointly created. In order to make important decisions during the course of the project, a Council that had representatives from both organizations was formed. "Group discussions and decision making" were cited as important aspects of providing successful control over the project by the majority of the interviewed.

Close personal relationships between CIC and ISAR members was another important aspect of the partnership. "Success of a partnership completely depends on personalities. We had absolute understanding with Mary Carpenter. She saw both our successes and blunders. She explained everything very well to Washington. It was a pleasure to work with her".

Members of both organizations mentioned the benefits from the project:

**ISAR**

- "... We became acquainted with social environmental movement in the ex - USSR, as we traveled a lot."
- "... I met many new contacts which helped me think up new ideas. It let me launch new programs."
- "... ISAR is thankful for the fact that we chose the right partner to work with (SEU) and found a wonderful niche in Moscow."
- "... mostly owing to ISAR contacts from the project, it (ISAR) became a "foundation" ("Democracy seeds" program, where ISAR distributed grants). Its status was enhanced.

**SEU CIC:**

- "... gained experience in the project management and financing."
- "... began to understand what the system of "American transparency"
- "... widened international connections and found new sources of financing."

After the project was over, the cooperation between those organizations didn't finish. SEU CIC members sent their applications for the "Democracy seeds" program to ISAR.

ISAR receives all the newsletters from the CIC electronic network. "This is important for the Moscow ISAR office. Using the network also provides them with the opportunity to access necessary contact information.

These two organizations are often considered to be one, because their business and personal contacts are so close. Their current plans include a combined project on creating a network of coordination centers in regions, collecting data on environmental organizations and working on the project on uniting two electronic data bases (SEU and ISAR) into one.

### **Conclusions (p. 27)**

- Due to the mutual cooperation during the project, the organizations had additional opportunities for development.
- Preliminary cooperation was an important element of successful partnership.
- Choosing the aforementioned organizations as partners within the project was fully justified and very successful
- Democratic decision making on important questions in joint project is the basis for a successful partnership.
- Having good personal relations between members of organizations is an important condition for fruitful work in a partnership.

**Section 5 (p 29)**  
**RECOMMENDATIONS**

**ORGANIZATIONAL SUPPORT.**

1. Before giving a grant to support an organization it makes sense to look at their strategic plans and organizational structure.
2. If one of the goals of a project is for an organization to become self-financing it is important to analyze its strategic goals.
3. As a condition for projects, midterm evaluation of organizational structure and its methods of achieving strategic goals should be completed.
4. More attention should be paid to training subgrantees in strategic planning, composing business-plans, seeking new sources of financing.

**SUPPORT FOR PRINTING MATERIALS.**

1. When choosing a publications to support, it is necessary to examine the reason for its existence; In every case it is necessary to take local needs and conditions into consideration.
2. It is important to analyze the adequacy of the form of printing materials (newspaper, magazine, bulletin, etc.) in connection with the problems it is intended to solve.

**PARTNERSHIP MODEL.**

1. It is necessary to consider before a project starts, either availability of good personal contacts between the participants, or probability of their origin.; holding special training sessions to form a united team composed of potential partners' employees will be great.
2. When choosing partners, it is desirable to look at the possibilities of cooperation after the project is over. A successful partnership model is a long-term one.

**WL's ROLE IN THE PROJECT**

1. To hold seminars and conferences more often, as WL is a very experienced organization.
2. To choose trainers carefully when preparing seminars and conferences.

**ATTACHMENTS:**

- 1. List of the documents reviewed**
- 2. List of the interviewees**
- 3. Materials representing the CIC productions.**

## LIST OF REVIEWED DOCUMENTS

1. Application for grant.
2. mid-term evaluation.
3. Final report.
4. SEU by-laws.
5. SEU and CIC promotional products.
6. SEU questionnaire.
7. Reports on the project "Informational arrangements for the environmental movement in New Independent Countries" (copy)
8. "How to organize social environmental analysis" (Khotuleva M.V., Cherp O.M.; Vinichenko V.N., Moscow, 1996)
9. "Democracy Seeds" (Moscow, 1996)
10. "Bereginya" newspaper 112 (1996), 1 3 (1997)
11. "Basis of the knowledge in the field of environment", textbook (Moscow, 1995)

## LIST OF INTERVIEWEES

- |                          |  |
|--------------------------|--|
| 1. Zabelin Svyatoslav    | SEU manager                                |
| 2. Fyodorov Alexander    | CIC director                               |
| 3. Georgievsky Alexander | CIC employee                               |
| 4. Kolesnikova Viktoria  | CIC employee                               |
| 5. Gorneva Valentina     | CIC employee                               |
| 6. Rubinchik Lyubov      | CIC director (1991-1996)                   |
| 7. Mikheev Vladimir      | "Environmental Herald" newspaper ex-editor |
| 8. Selivanovskaya T.     | "Bereginya" newspaper editor               |
| 9. Pchelina Tatyana      | Bereginya" newspaper editor                |
| 10. Kayumov Askhat       | "Dront" environmental center               |
| 11. Pisnyachevsky Nikita | ISAR employee                              |

**Annex P**

## Certificate Program in Evaluation

### Evaluation Synthesis Assignment

An evaluation synthesis is a study in which evaluations themselves are the data sources. Participants in the course have completed a total of 7 out of 8 planned evaluations. Individuals in the course who were not able to work on a practical evaluation have the option of working alone or together to complete this evaluation synthesis as an alternative means of earning their certificate.

Participants electing to prepare an evaluation synthesis must complete this assignment and turn it in to World Learning/Moscow by May \_\_, 1997 so that it can be translated into English and reviewed by Dr. Blue before his departure from Russia.

#### **The Assignment:**

Using the seven completed evaluations as data sources, participants undertaking this assignment are asked to address the following evaluation questions for World Learning?

#### A. Project Designs

What can be determined from the evaluation reports about the quality of the designs for the projects World Learning funded? Were partner organizations able to implement these designs, or were significant modifications required? If there were problems with these designs, what do the evaluations suggest were the causes of these problems? Are there common patterns among projects?

#### B. Beneficiaries

To what extent did projects reach the beneficiaries they planned to reach with the services they planned to provide to those beneficiaries? What evidence did the evaluations present about the effectiveness of services provided through these projects? If there have been problems serving beneficiaries, what have they been? Are there common patterns among projects?

#### C. Partnerships

What can be determined from the evaluation reports about the quality of the partnerships through which projects were undertaken. To what degree were both partners active participants who contributed to whatever success the project had? With what frequency did the American or the Russian partner(s) seem to carry the who project -- with only nominal participation by the other partner. What evidence is there to suggest that partnerships will continue beyond the life of the projects on which they jointly worked? What patterns of strengths and weaknesses in partnerships did the evaluation identify?

#### D. Sustainability

What can be determined from the evaluation reports about the sustainability of the projects World Learning funded? The synthesis should separately examine data provided by the evaluations on financial sustainability and on other aspects of sustainability, e.g., organizational commitment, leadership, etc. If projects have had problems becoming sustainable, what have these problems been? Are there any common patterns among projects?

#### **Evaluation Synthesis Report(s)**

As with a regular evaluation report, the evaluation synthesis report(s) prepared for Dr. Blue should identify the reports objectives, explain its methodology, and clearly present the study's findings, conclusions and recommendations.

## **Annex Q**

**POST-PROJECT EVALUATION**

**REPORT**

Prepared by:  
Alexei Bodungen  
Yuri Yurkin  
(team No.5)

Moscow - St.-Petersburg, May 1997

**TABLE OF CONTENTS (page numbers available in Russian version)**

Foreword

Executive Summary

Methodology and evaluation design

Questions for evaluation

Part 1. Information on project evaluations

- 1.1. NGOs Alliance in small business
- 1.2. YMCA Humanitarian initiatives in CIS
- 1.3. Support for national NGOs working in the health care sector
- 1.4. "From heart to heart"
- 1.5. Ecological information network development in CIS
- 1.6. Magee Womancare International, rural outreach in Russia
- 1.7. Compassion in Russia

Part 2. Main conclusions and recommendations on the projects in general

- 2.1. Project design
- 2.2. Beneficiaries of the projects
- 2.3. Partnership
- 2.4. Sustainability of the projects

## **FOREWORD**

We would like to express our deep gratitude to the organizers of the training course on evaluation - to World Learning and the representatives of MSI, Molly Hageboeck and Richard Blue - for the opportunity provided to us for a "second chance" to complete the training. We also grateful to our colleagues in the third sector and in training, the efforts of which provided us with the data necessary for this evaluation.

## **EXECUTIVE SUMMARY**

This report contains information on the evaluation of 7 projects, funded under the World Learning "PVO/NIS Project".

The objective for our team was to conduct a comprehensive post-project evaluation of the projects mentioned above, using the evaluation reports for each of these projects as baseline data.

The evaluation was conducted under the final stage of World Learning/MSI training course.

Based on the project review it is possible to make a general conclusion that the WL program of support to Russian NGOs was successful.

Despite certain problems in the projects reviewed, none of them was a complete failure, i.e. all 7 projects completed their activities with results comparable to the planned results declared in the proposals, and they also reached their main beneficiaries.

The common strengths of the projects were their noticeable importance for society, real assistance to beneficiaries and an increase of public awareness about acute problems of society.

A common weakness of the projects is their relatively low sustainability after funding was terminated. Only a few projects have shown their ability to develop and expand.

**World Learning PVO/NIS Project  
Training program on project evaluation**

- 1. NGOs Alliance in small business (Opportunity International/"Opportunity for all")**
- 2. YMCA Humanitarian initiatives in CIS (YMCA International department/YMCA, Russia)**
- 3. Support for national NGOs working in the health care sector: public health policy and other priorities for Russia (CECHE/"Health and environment" foundation)**
- 4. "From heart to heart" (Center for Development of sexual culture/PPNNE)**
- 5. Ecological information network development in CIS (ISAR/Social-ecological union)**
- 6. Magee Womancare International, rural outreach in Russia (Magee Womancare International/Spaso-Perovski hospital of Peace and Mercy)**
- 7. Compassion in Russia (Center "Compassion"/International Rescue Committee)**

## **METHODOLOGY AND EVALUATION DESIGN**

The team selected the descriptive evaluation design, since the evaluation was carried out with only the evaluation reports of the six other teams. The methods of data collection were limited by the task (we used only the documents in participant's folder). When analyzing the data (documents) we mainly used comparative method. All the information presented was systematized and analyzed, including the analysis of survey results, if they were included.

Based on the assignment to provide an overall project evaluation based on the reports, we decided to structure the information in the following way: the first part includes the facts on each of the evaluated projects, as well as conclusions and recommendations according to the sets of questions for evaluation. The sections on each project were different in size because of varying amount of information in the team reports of the teams. The second part contains conclusions and recommendation according to a set of questions, common to all the projects reviewed.

Note: Certain reports (and this will be mentioned in each case separately) do not contain sufficient information on projects for answering all the questions for evaluation, for presenting the conclusions and recommendations.

## **QUESTIONS FOR EVALUATION**

### **Set A. Projects designs**

What could be said about the quality of designs of the projects funded by WL, based on the evaluation reports? Did the partner organizations succeed in following these designs, or were major changes required? If there were some problems with the designs, what was defined during the evaluation as the causes of these problems? Are there common problems in all the projects?

### **Set B. Projects beneficiaries**

To what extent did the projects reached their beneficiaries compared to the initially planned services? What data were presented in the course of the evaluation as the evidence for effectiveness of the services provided under the projects? If there were any problems with providing the services for beneficiaries, what types of problems were they? Are there common trends for all the projects?

### **Set C. Partnership**

What could be said about the quality of relationship within the partnerships in the projects, based on the evaluation reports? To what extent were both partners active "investors" for the success of the projects? How frequently were American or Russian partners only literally participants of the project? What is the evidence of continuation of the partner relationships after completion of the projects? Are there common strengths and weaknesses in the projects, revealed during the evaluation?

### **Set D. Sustainability**

What can be said about sustainability of the projects funded through WL, based on the evaluation reports? Thorough review of evaluations should separately study the data on financial and other aspects of project's sustainability, e.g.: targeted work of an organization, leadership, etc. If the projects faced the problems to provide sustainability, what types of problems were they? Are there common trends among the projects?

## **PART 1. Information on projects evaluation**

### **1.1. NGOs alliance in small business (Opportunity International/"Opportunity for all")**

The evaluation report on the project "NGOs alliance in small business" contains the information about the following project participants - "Opportunity International" (USA), "Opportunity for all" (Russia). The NGOs Association "Sluzheniye" (Russia) was created in June, 1994, and it became the main implementor in the course of project implementation. The project was under implementation for 2 years and 3 months in Nizhniy Novgorod, and the objective of the project was jobs creation through small business development in Nizhniy Novgorod Oblast.

The goal of the project was jobs creation for vulnerable categories of population through small business development. The planned actions were:

- to establish the operation of the regional resource center, to develop training course and conduct the training for local Nizhniy Novgorod organizations on small business development
- to provide the loans for the poor and unemployed through NGOs
- to create the alliance of NGOs working in small business to carry out the programs on small business development.

The proposed cost of the project "NGOs alliance in small business", where "Opportunity International" (USA) and "Opportunity for all" (Russia) were the implementing organizations, was \$417,375 at the moment of submitting the application for grant, with \$300,000 requested from USAID and \$117,375 was planned to obtain from other sources by Opportunity International. As a result (according to the agreement) the total amount of the grant was \$288,000.

The American side was represented in the project by one staff-member staying in Russia, and according to the authors of the evaluation report, this person didn't participate in direct management of the project. Soon after the commencement of the project (June, 1994) another public organization was created - NGOs Association "Sluzheniye". As a result a complicated model of interaction between several structures from USA, Moscow and Nizhniy Novgorod, was formed. The official grantee was the American organization - Chicago office of Opportunity International, the official Russian partner responsible for the project's finances - "Opportunity for all", and the actual implementors - Opportunity International in Nizhniy Novgorod and the NGOs Association "Sluzheniye". Also, the project management involved two offices of WL - in Washington, DC and in Moscow.

The project concept and its budget was developed jointly by Opportunity International in Nizhniy Novgorod, "Opportunity for all" and by the group of NGOs that later became the founder of "Sluzheniye". The activities and decisions of Russian partners were carried out in the limits of their portion of the project's budget.

The main difficulty the project faced in the course of its implementation was insufficiently detailed design of the small business support model, as well as unfavorable socio-economic situation in Russia in 1994-95. with the high rate of inflation, imperfection of banking system and of legislative regulation of credit-financial relations.

### **Project design**

In the fall of 1994 the project conducted the training for managers of small business. 20 unemployed women participated in that training. According to the conclusions of the authors of the evaluation report, the method of selecting the participants for the program on jobs creation was unsuccessful.

A similar situation existed with provision of the loans. The loans were provided for a term of 3 to 6 months, and these terms were insufficient to set up any production and only allowed to conduct

operations on buying and selling, which narrowed down the range of users and did not conform to the goals of the project on creation of stable businesses.

The NGOs Association "Sluzheniye" was created in June 1994. The creation of the Association itself, according to the evaluation team's opinion, is the most important result of the project.

During the course of the project implementation its initial design was radically changed: the focus of the project was shifted from NGOs that worked only in small business to NGOs with various types of activities; instead of the community as main beneficiaries, the project aimed at NGOs themselves; the project activities were also changed (instead of training on basic issues of business and loans provision the training focused on basic issues for NGOs operation and paying for the managers of NGOs).

### **Project design (conclusions)**

Speaking about the main objective for creation of an NGO Association for implementation of the project on small business support in Nizhniy Novgorod, the authors of the evaluation report make the following conclusion in the section on Conclusions: "Relatively unsuccessful experience in implementing the models of small businesses support has led to a generally pessimistic views on the NGOs activities in small business development." In the same section the authors of the report add the statement that "overall, the Association "Sluzheniye" lost interest in the Program of jobs creation."

Insufficient planning and consideration of external factors led the partners to reject the initial project design.

### **Project design (recommendations)**

When considering a possibility of repeating the similar programs in small business development and other forms of entrepreneurship it is necessary to consider the forecasted changes of social-economic situation in Russia and in the related region.

It is recommended to use the experience of interaction with various NGOs, contacts and abilities of the Association in order to continue the program on support for NGOs in Nizhniy Novgorod.

When selecting the programs on jobs creation through small business development it is necessary to take into account the unsuccessful experience of the initial project.

### **Beneficiaries of the project**

Regardless of the changed focus of the project, 54 jobs were created for the initial beneficiaries of the project (by 9 jobs more than it was planned). The NGOs Alliance has been created and has 20 members in it, which is higher than the planned membership. All members of "Sluzheniye" use its services regularly, but pay membership fees quite irregularly.

The evaluation report has various definitions of the results of the Association's activities. In point 5 of Recommendations the authors of the report tell about "obvious success of the project and the Association's activities", at the same time the part on Facts established there's a statement that "practically all the Association's activities and the users of its services are located in the city, and only a small part of its activities goes to the rural regions. In fact, the services of the Association are inaccessible to non-city organizations."

### **Beneficiaries of the project (conclusions)**

The Association, in the limits of the resources available, provides the NGOs with various services quite well.

The facts from the report tell about "user attitude" towards the Association from its members.

The Association itself doesn't apply enough effort to increase the level of participation of NGOs in its activities and resource provision.

### **Beneficiaries of the project (recommendations)**

It is recommended to make more strict requirements for the members of the Association in the area of their resource input and active participation.

It is reasonable to shift a little the focus of the Association "Sluzheniye" towards addressing the issues related to general problems of NGOs development in the whole region, and not only in the city of Nizhniy Novgorod.

### **Partnership**

The information presented in the report on the evaluation of the partnership, that was established through the project implementation, says the following: "The cumbersome system of decision-making and project management, which includes six sub-divisions with their own interests and objectives, spread around four cities in two countries, has led to insufficient flexibility in project transformation, and partially to incorrect decisions which diminished the project's impact."

It is worth mentioning a certain contradiction contained in the authors' conclusions, when they mentioned bulkiness of the partnership schemes, and as a conclusion - insufficient flexibility and incorrect decisions, at the same time stating in part 2 of the Main conclusions that "The main project partners successfully continue their activities. The partner relationships established through the course of the project between Russian and American partners are preserved".

### **Partnership (conclusions)**

Based on the above information about the partnership in the project "NGOs Alliance in small business" it is possible to make the conclusion that such a form of collaboration leads to unjustified time and financial losses, when even the simplest issues about the activities had to be agreed upon by several parties, that were very distant from each other and barely comprehended the situation on site.

### **Partnership (recommendations)**

The most acceptable form of collaboration is the direct linear scheme: AMERICAN PARTNER - RUSSIAN PARTNER, that allows the opportunity to add one American or Russian partner "horizontally".

### **Sustainability of the project**

According to the point 3 "Main events", the members of the Association "Sluzheniye" have low solvency, they could not even pay relatively small membership fees, though it was planned that the fees would constitute the main revenue for the Association. The authors of the evaluation report made the conclusions, that the Association was still largely dependent on foreign grants. The staff of the Association is practically entirely focused on this source of finances, there are practically no (and

not expected) other sources of financing, and the members of the Association do not feel their own responsibility for its financial status (Appendix 8 of the evaluation report).

### **Sustainability of the project (conclusions)**

Based on the information presented in the report it is possible to make the conclusion about low sustainability of the project unless external funding (through the grants) is found, and also about the impossibility of the successful operation of the NGOs in the area of the initial project goals.

### **Sustainability of the project (recommendations)**

It is recommended to think over some specific actions aimed at changing "user's attitude" of the members towards the Association. It is recommended to review the possibility of more strict procedure of membership fees collection, maybe the acquisition of the services should depend on the payment of membership fees. It's necessary to draw in new members to the Association.

### **1.2. YMCA humanitarian initiatives in CIS (YMCA International department in USA/YMCA, Russia)**

The goal of this project was the development and organization of the local YMCA activities on planning socially important programs for the community through trainings for the leaders of local offices, as well as through provision of technical assistance to the Russian YMCA organizations.

The expected results were: strengthening of the local organizations and development of the programs for the community, suitable for replication.

YMCA - is the largest and the most significant non-profit public organization in the USA, which unites individuals to work for the benefit of society. The National council is in Chicago, and its regional offices are in California, Pennsylvania, Georgia, Ohio, Minnesota and Oregon States.

YMCA international department in the USA was the official proposer of the project, and it was planned to create local YMCA organizations in Yaroslavl, Moscow, Ivanovo and Novosibirsk along with conducting trainings for leaders on partnerships.

### **Project design**

Unfortunately, the evaluation report lacked a scheme, depicting hierarchy of the goals and objectives for the project, i.e. its design. Based on the available documentation it is possible to determine the following objectives:

- trainings for the leaders of the local organizations (5 of them were conducted)
- training of the "advanced" leaders in the USA
- establishing of the stable partner relationships with the American and European YMCAs
- joint development of programs for local communities with the purpose of replication

During the course of the project implementation there were certain problems with the trainings, caused by insufficient knowledge of the Russian situation by the American partners who developed the trainings. There were also problems with partnerships between certain organizations. The report mentions "user's approach" and some mercenary interest from some representatives of Russian organizations.

### **Project design (conclusions)**

In general, the project kept its initial design during the course of the implementation. The problems with trainings and partnership could be explained mainly by insufficient consideration of specific Russian factors (e.g. inert mentality of the Russians and lack of preparation to comprehend active training methods, as well as traditional user's attitude to whatever there is).

#### **Project design (recommendations)**

It is recommended to implement small pilot projects in the very beginning when preparing for big projects, and then adjust the programs according to those "lessons".

#### **Beneficiaries of the project**

The beneficiaries of this project were the leaders of the local YMCAs in Russia. All planned activities were carried out, so, from the point of view of the beneficiaries, the project was successful. It is difficult to answer the question about concordance between the planned and actual number and quality of services, because of the lack of data for analysis. However, the authors of the report describe the activities of YMCA organizations in Russia after the completion of the project, which can serve as indirect evidence of the beneficiaries' satisfaction with the services and opportunities provided.

#### **Partnership**

The issues of partnership in the project "YMCA humanitarian initiatives in CIS" were dealt with according to the established traditional scheme of YMCA movement popularization in various countries.

According to the report, partner relationships were established between 23 organizations in Russia and the USA, and though the project was under implementation in 1992-1995, the authors of the evaluation report give examples of the partnerships development in 1997.

The report contains the examples of partnership activities of the Russian YMCAs in post-project period. Mentioning certain failures in collaboration between Russian and American partners (e.g. relations between YMCA in Sarasota and YMCA in Vladimir), the authors of the evaluation report consider the partnerships between Russian and American YMCAs to be successful in post-project period.

The presented amount of factual materials on specific interactions between the partners and the lack of materials on questionnaires does not allow to provide specific judgment about the level of the established partner relationships between the Russian and American participants of the project.

#### **Partnership (conclusions)**

Overall, the level and the quality of partnerships development were in line with the project's goals and objectives, and they developed according to the established scheme of public movement popularization with its own traditions and solid financial foundation.

#### **Partnership (recommendations)**

It is recommended to conduct the survey through questionnaires of the project's participants, setting up the questions on the forms of partnerships' nature, and to include more factual material to the evaluation report.

## **Sustainability of the project**

Sustainability of the project "YMCA humanitarian initiatives in CIS" to a large extent depends on the Russian YMCA organizations' ability to find the ways to finance their own activities, according to the conclusions of the evaluation report's authors. The authors of the report, through presenting the examples of the Russian YMCAs activities in post-project period, point out to the main difficulty - lack of finances (page 13 of the report, programs YMCA-Moscow 1).

In their conclusion the authors state that to a large extent "Financial support for Russian organizations provided by the foreign partners promoted parasitic attitudes. Relying on the assistance from their partners and lacking the professional knowledge on fund-raising, the Russian organizations continue to have serious financial difficulties".

## **Sustainability of the project (conclusions)**

The further activities of the Russian YMCA organizations will depend to a large extent on the ability of each individual organization to search for the sources of funding alternative to grants, and to conduct fund-raising activities, taking into account the local conditions.

## **Sustainability of the project (recommendations)**

It is recommended to draw in not only leaders, but regular staff members of the Russian YMCA as well together with the participation of the American YMCA members, for the development of the plans on fund-raising in order to continue activities on the project.

### **1.3. Support for national NGOs working in the health care sector: public health policy and other priorities for Russia (CECHE/"Health and environment" foundation)**

The project dealt with the issue of creation and strengthening the network of NGOs working in public health sector through professional training and provision of technical assistance.

The project of the Central European Center on Health and Environment and "Health and environment" foundation involved five NGOs from the USA, selected by CECHE:

1. S.I.Newhouse School of Public Communications, Syracuse Univ. N.Y.
2. Child Development Center, Georgetown Univ. Washington, DC
3. American Institute on Cancer Research, Washington, DC
4. Center for Science in the Public Interest, Washington, DC
5. World Federation of Public Health Associations, Washington, DC

All above mentioned organizations have a certain authority not only in the USA, but abroad as well. They have necessary staff, equipment, methodology, and experience in providing the assistance for the establishing organizations, focused on the activities in the area of public health.

The Russian partners were:

1. "Health and Environment" Foundation, and 6 of its affiliations
2. Association of the Physicians of Don and 8 of its affiliations
3. Association of the Physicians of Russia and 40 of its affiliations
4. Consumer's society in St.-Petersburg.

The project design had the following:

- trainings and trainings on site
- achievement of stable development for the partners in Russia
- creation and development of NGOs network
- implementation of the policy in the area of public health
- improvement of public health status in Russia

### **Project design**

The planned results were achieved on all the components of the project design except for the last one. Two hundred people have undertaken the training and trainings on site; all the Russian partners continue their activities; the Russian Interregional Association of Public Health has been created and continues its operation; the Forum on alcohol-addiction issues has been organized, the publications have been developed covering the issues of public health, 23 conferences have been conducted. However, it is too early to speak about the improvement of public health; the population of Russia is not sufficiently aware about the implemented project.

### **Project design (conclusions)**

Speaking about the actual results, the project can be considered to be successful. The goal "Improvement of public health in Russia" was too vaguely stated.

### **Project design (recommendations)**

When developing the projects, that have "global" impact as their goal, it is recommended to require from the project designers to provide specific indicators which determine the level of achievement for such types of goals.

### **Beneficiaries of the project**

Three types of beneficiaries were initially included in the plan: specialists in the area of public health, NGOs and population in Russia. The project was successful in achieving the first two categories, and had insignificant impact on the third category.

### **Beneficiaries of the project (conclusions)**

The positive aspect of the partnership was the creation of interregional Russian Association of Public Health, which later was accepted in the acting international associations. Another positive result was the training of 200 specialists during general and professional trainings and training on site.

### **Beneficiaries of the project (recommendations)**

It is recommended to select as beneficiaries only those groups, that could be actually reached through the project implementation, taking into account the available resources and time-frame of the project.

### **Partnership**

The authors of the evaluation report, when answering the question about the role of partner USA NGOs in establishment and development of the programs on public health in Russia and whether there was actual partnership created, gave the following answer - the American and Russian NGOs' partnership could be considered temporary, where the interests of the partners can hardly be compared. These relations were of a teacher and a student. The authors mention paternalistic type of

the attitude of CECHE towards the Russian partners on those stages of the project which were related to the issues of financial management, and was destroying the idyll of the partnership. Such inequality not only distorted the idea of Russian-American partnership, but also didn't allow the Russian partners to fully comprehend the know-how of financial management.

#### **Partnership (conclusions)**

According to the facts presented in the evaluation report, the equal partner relationships did not work throughout the project. There was obvious dominating role of the American NGOs. Probably, it was stipulated by the weakness of Russian NGOs in methodological aspects of conducting the trainings, in acquisition of financial support and deciding on the strategic issues of project implementation.

It was not possible to present more thorough analysis about the development of partner relationships due to the lack of data from questionnaires.

#### **Partnership (recommendations)**

When making the decisions on subsidies for the project it is recommended to pay special attention to the level of the partnership structure specification in the application for grant.

It is recommended to add the data from questionnaires to the report, which give the answers to the questions about development of partner relationship between the parties in the project.

#### **Sustainability of the project**

The money acquired by the Russian NGOs from various sources after the completion of the project amounted to the sum almost 4 times higher than the funding received through the project in 1994-1996. However, according to the evaluation team, the approaches to funding of the activities are somewhat distorted towards acquisition of foreign grants. Looking at the plans of NGOs, there are no plans to participate in such type of financing as social order. At the same time, one of the organizations interacting with the "Health and Environment" Foundation (charity foundation No to Alcohol and Drug Addiction) is the initiator and one of the developers of the federal draft law on state social order.

#### **Sustainability of the project (conclusions)**

Sustainability of the project, according to the data presented by the evaluation team, to a large extent depends on the ability to receive the future grants.

None of the NGOs has the established work on systematized and complex fund-raising.

According to the statement of the authors of the report - the Russian NGOs "became addicted to grants", actually forgetting about the multiple ways of acquiring the resources for their work.

#### **Sustainability of the project (recommendations)**

It is recommended to pay more attention to the local (including the state) sources of funding, and to conduct special meeting with the purpose of designing the fund-raising campaign.

#### **1.4 "From heart to heart" (Center for Development of sexual culture/PPNNE)**

The grant for implementation of the project "From heart to heart" was received in October, 1993.

The program was being implemented by the following organizations: Planned Parenthood of Northern New England (PPNNE, Burlington, USA) and Center for Development of Sexual Culture (CDSC, Yaroslavl, Russia) with participation of Management Sciences for Health (MSH, Boston, USA). The program was to last for 2 years, the site for the program implementation was CDSC, Yaroslavl.

The program planned the trainings for the specialists in Russia (for CDSC) and expansion of the opportunities for acquisition of sexual education and addressing family planning issues through mutual education and mutual assistance of teenagers to each other.

As a result of the project, 6 training workshops were conducted, the majority of which was conducted as individual trainings for the staff of the organization.

All students of 5-11th grades from 20 general education schools undertook the training, as well as the students of two evening schools of Dzerzhinski district of Yaroslavl.

### **Project design**

It was planned to conduct the program on sexual education for the teenagers; to train the volunteers for consultative service; to train the specialists in the American methodology in the area of sexual education, as well as in basics of NGOs activities (six planned trainings have been conducted); to strengthen organizational and technical capacity of CDSC; to establish the contact between CDSC and other organizations interested in improvement of the level of sexual education. The only area where the project didn't succeed, was face-to-face consulting: the teenagers were not ready to discuss the sexual issues "face-to-face".

### **Project design (conclusions)**

Except for consultations by the volunteers, the project has preserved the planned design and succeeded. Consulting was an essential part of the project design (as it can be seen from the high demand for distant consulting - through the "phone of trust"). The program on training for volunteers on face-to-face consulting has not taken into account the individual factors: shyness, and low psychological stability of teenagers.

### **Project design (recommendations)**

It is recommended to bring in pediatric psychologists in the preparation group of training courses and to use special "liberating" psychological methodology when developing similar programs for Russia.

### **Beneficiaries of the project**

The data from questionnaires show that the main beneficiaries of the project - teenagers - in general highly appreciate the services provided by CDSC. This is also supported by the work of volunteers who come to work in the Center even nowadays. The specialists trained through the project conduct training for fee for the representatives of other organizations, including the state ones.

### **Beneficiaries of the project (conclusions)**

It is possible to make the conclusion that the project has reached its beneficiaries, and the good quality services have been provided.

## **Partnership**

The only mentioning of the partnership in the report was the fact of 2-week preliminary workshop-meeting of the director on international relations from PPNNE Helen Dorsch and the staff members of CDSC, Yaroslavl.

There were no materials that could bring the light to the issue of partnership in the project.

### **Partnership (conclusions)**

Insufficient factual material depicting various sides of the partnership in the project does not allow for developing of any recommendations.

## **Sustainability of the project**

According to the report, the Center has created self-financed sub-division, that provides services for fee. In addition, the staff of the Center conduct lectures for fees in the higher education facilities in the city of Yaroslavl. Ministry of Health has allocated 40 mln. roubles for publication of the special brochure on the Center's activities.

The implementing organizations of the project "From heart to heart" have used very well the combination of two forms for the organization's registration: it is registered as a public, as well as a state organization.

### **Sustainability of the project (conclusions)**

According to the main goal, the project can be considered to be successfully implemented, since through the support of the project the staff of the Center succeeded in persuading the local authorities about the necessity of sexual education for teenagers. Also, the Center managed to acquire the status of district educational municipal organization, as well as budgetary funding. Therefore, the organization has proven its sustainability.

### **Sustainability of the project (recommendations)**

It is recommended to continue the development in the same area as the one under grant implementation. When considering the issue of the similar projects replication, it is necessary to take into account the positive experience of interaction between governmental and non-governmental structures.

## **1.5 Ecological information network development in CIS (ISAR/Social-ecological union)**

The project "Ecological information network development in CIS" was implemented by two organizations: ISAR (former Institute of Soviet-American Relations) and Social-Ecological Union. The period of project implementation - August 1992 - February 1996.

The goal of the project was to establish constant contacts and coordination of the work of various non-governmental ecological groups, to strengthen the relations with the sub-divisions of SEU, to strengthen the Center for Coordination and Information (CCI).

According to the report, the interviewed staff of CCI and ISAR noted that during the course of the project implementation the attitude of World Learning was always business-like and friendly. WL

did not interfere in the work and did not press on them. WL has conducted the training workshops for the participants of the funded projects.

### **Project design**

The plans of the project included:

- Direct organizational support for strengthening of CCI and its new Information agencies on the environmental issues.
- Expansion of electronic ecological network ISAR/SEU for 20 groups.
- Support for two “green” newspapers.

During the course of the project implementation, CCI became “a tool for building and sustainable provision of SEU” and now it has practically all the representative functions of the SEU. The level of CCI development enabled it to “outgrow the boundaries of ecological movement”, i.e. the CCI is working not only for the ecological movement, but for the non-profit sector of Russia in general. However, the CCI’s management structure is “amorphous”, there are no job descriptions (though the staff members always know what to do, according to the authors of the evaluation report), the decisions are almost always made based on consensus.

The report contains the data on the implementation of the program on expansion of electronic network - in September 1994 the number of the users was 170; the weekly newsletter “Ecosvodka” is sent out through e-mail as well as digest of informational materials from the server “What’s new”; WWW-server - the first one in the world Internet source of ecological information in Russian - has been established; also there’s the access through Internet to the unique data base “Sources of funding” (information on those foundations that support various projects in Russia).

Out of the two “green” newspapers, supported by the project, only one (“Bereginya”, N.Novgorod) is still in existence. The second newspaper (“Ecological herald”, Krasnoyarsk), after publishing the issues with the help of the grant, shifted its focus on publishing of brochures and newsletters, which are published quite regularly (during two years they published 5 books on ecological issues, besides newsletters, booklets, etc.)

### **Project design (conclusions)**

Based on the information presented in the report, it is possible to make the conclusion that the project design hasn’t undergone any radical changes.

The CCI management structure as it is now does not allow for acquisition of the financing, alternative to grants. Participation in the project has not provided financial sustainability for all the organizations that received the support.

### **Project design (recommendations)**

It is recommended for the CCI leadership to pay more attention to development of clear management scheme and of strategic plan, including the plan on fund-raising.

### **Beneficiaries of the project**

The main beneficiaries of the project were ecological groups in Russia. The report does not contain the data on their number, variety and quality of services provided by CCI, that is why it is impossible to make justified conclusions on these issues. The conclusions of the authors of the report note that

“currently, the number and quality of the services provided, has significantly increased”. This statement can serve as an indirect evidence of the fact, that the project has successfully addressed its beneficiaries.

### **Partnership**

Partner relationships between SEU and ISAR have formed before the beginning of the project in 1991, and grew up to become not only continuous stable collaboration, but also warm personal relations of the staff of the partner organizations.

### **Partnership (conclusions)**

The successful partnership between SEU and ISAR to a large extent was stipulated by the preliminary joint activities, so there was a successful selection of the organizations as the partners for the project.

The decision-making on the most important issues of the joint project was done according to democratic principles, and that provided the guarantee for the successful partnership.

### **Partnership (recommendations)**

It is necessary to take into account not only good business contacts, but personal contacts between the partners or the opportunity for their development, before starting the work on joint project implementation.

### **Sustainability**

Sustainability of the project, in particular, CCI financing, is almost entirely provided by the grants.

Only insignificant part of funds is acquired through irregular services for charge. The report says that the leadership of the CCI and SEU have tried various options for expanding the sources of financing, but there was no mentioning of the specific ways. There was an attempt to organize fund-raising service, but it did not succeed.

### **Sustainability of the project (conclusions)**

Support through grant money is currently the only source of funding. There are no new sources of financing.

### **Sustainability of the project (recommendations)**

Because of the specific “product” of CCI (i.e. ecological information), it is recommended to conduct marketing research with the purpose of finding out the most probable buyers for this product, as well as to consider the option of making some part of the CCI services for charge.

### **1.6 Magee Womancare International, rural outreach in Russia (Magee Womancare International/Spaso-Perovski hospital of Peace and Mercy)**

The project was implemented by the partnership between Magee Womancare International and Spaso-Perovski hospital of Peace and Mercy. The goal of the project was to “implement completely new way for the health protection of a woman, including the complex education, starting from

childhood” (Presentation of the chairwoman of “Woman and Family” open-type organization Bystrova I.Yu., Tver).

### **Project design**

As it was planned, all 24 regions have the educational centers created. There was a positive unexpected result - six specialists trained through the project are accepted into international Association ASPO-LAMAZ (the association of certified specialists applying this methodology).

The services to the beneficiaries were provided with good quality.

Though it is too early to speak about the network of centers created, the prerequisites for that have been developed: the regional centers located in the same region regularly exchange information and share experience.

Only 3 of 9 centers consider themselves the organizations of the third sector.

### **Project design (conclusions)**

The data in the report allow to make the conclusion that the project hasn't changed its design during the course of implementation. Creation of the entire network did not happen. The organizations are poorly aware about the main methods of organizational work of the non-profit sector, though all of them are from this sector.

### **Project design (recommendations)**

It is recommended to strengthen the training of the staff and volunteers of the centers, paying special attention to the main aspects of NGO operation: work with volunteers, fund-raising, planning, public relations.

### **Beneficiaries of the project**

After completion of the project the number of clients in 8 center out of 9 has increased. From 60 to 100% of the clients of 5 centers, interviewed during the evaluation, are satisfied with the quality of services.

The work with pregnant women was conducted following the special 16-hour program on “partner” and “prepared” child-birth. The relatives of pregnant women also participated in the program on “partner child-birth”. Medical data tell about decrease in the number of complications and more smooth post-delivery period in women, trained through the programs, compared to those who did not participate in it. However, the system of data collection in many centers is imperfect.

The professional medical specialists from 24 regions, who undertook the training (totally 52 people were trained compared to 48 planned), apply the methodology and successfully disseminate it.

### **Beneficiaries of the project (conclusions)**

The services provided by the centers are valuable and necessary for the clients.

It is difficult to compare the data received about the status of those women who have participated in the program, with the similar average statistic data.

### **Beneficiaries of the project (recommendations)**

It is recommended for the staff of the centers to develop more adequate and exact system for data collection, which could describe the changes in client's conditions.

### **Sustainability of the project**

The activity of the majority of the center after completion of the project not only didn't decrease, but even improved (data on 6 of 9 centers).

Professional medical specialists from 24 regions, who undertook the training (totally 52 people were trained compared to 48 planned), apply the methodology and successfully disseminate it.

Eight out of 9 centers conduct the work with volunteers. Many of the centers receive some portion of their budget from providing services for charge and through local budgets.

### **Sustainability of the project (conclusions)**

The project is quite sustainable for continuation of its activities, however, the steps for resource provision for the further development of the project haven't been sufficiently developed.

### **Sustainability of the project (recommendations)**

While continuing resource acquisition from traditional sources (state budget and fees for services), it is recommended to develop the plan for each regional center on fund-raising and submission of grant proposals.

## **1.7 Compassion in Russia (Center "Compassion"/International Rescue Committee)**

The project was completed on December 31, 1996. The goal of the project was not included in the evaluation report, so it is possible only to assume that the goal was to create and maintain home services for the elderly who suffered from unjustified political repressions.

The report is lacking a lot of factual material, that is why it is difficult to make any grounded conclusions, that is why we have decided to present several evaluating assumptions:

- The beneficiaries of the project in general are satisfied with the quality and timeliness of the services provided;
- The project continues its work (not clear what financing there is) after completion of funding through grant;
- The number of clients and range of services has decreased after the completion of the project;
- A certain work was done towards making the project replicable (3 methodological development were done - the model of the center of post-stress geriatric rehabilitation, the concept of the possibility to use alternative state services to help the disabled and the elderly, and the typical scheme of interaction between state and non-governmental medico-social structures).

It is possible to make hypothetical conclusion that the project has achieved its goals.

It is impossible to provide any recommendation because of insufficient factual material.

## PART 2. Main conclusions and recommendations on the projects in general

### 2.1. Project designs

CONCLUSIONS	RECOMMENDATIONS
<p>The majority of the projects (6 out of 7) have not changed their design during the course of implementation, the fact that tells about their quite high level of initial study.</p> <p>The problems during the course of implementation of all the projects have emerged because of insufficient consideration of potential changes and situations, which could not be avoided, but could be foreseen and, for that case it was possible to have a "contingency plan" for them.</p>	<p>When planning the programs for NGO support, especially for NGOs working in the social area, it is recommended to pay more attention to the preliminary study of all the factors that could possibly influence the course of the project.</p>

### 2.2. Beneficiaries of the projects

CONCLUSIONS	RECOMMENDATIONS
<p>All the projects have reached their beneficiaries. None of the project has revealed serious problems with the amount and quality of services provided.</p> <p>Frequent problem in the projects - insufficient activity of beneficiaries, "user's attitude" of them towards the services provided, and insufficiently thought over system for quality control of the services.</p>	<p>When developing the projects, in which it is expected that the beneficiaries are to perform certain activity, it is necessary to develop mechanisms of enforcement and benefits, which could provide higher level of participation of the beneficiaries, and will prevent parasitic attitude.</p>

### 2.3. Partnership

CONCLUSIONS	RECOMMENDATIONS
<p>There was not enough data in three projects to judge about the level of partnership. A half of the remaining projects had serious problems with partnership, mostly because of equality issues and the level of activities coordination. In two projects the partnership was carried out sufficiently and contributed to the achievement of good level of project implementation.</p>	<p>It is recommended to pay more attention to the scheme of partnership, which should include the provisions for the partners' competence and strict distribution of responsibility for various activities in the project.</p>

### 2.4. Sustainability of the projects

CONCLUSIONS	RECOMMENDATIONS
<p>All the projects continue their activities after the completion of funding, none of the organizations terminated its existence.</p>	<p>It is recommended to conduct the trainings on fund-raising, planning and public relations for the Russian organizations - participants of the projects, with further development of</p>

<p>More than a half of the projects have reduced the amount of services provided or the number of beneficiaries served because of insufficient funding after completion of the grant from WL.</p> <p>None of the projects demonstrated its readiness to work with non-grant sources of financing.</p>	<p>individual (for each NGO) plans on raising the money.</p>
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As a result of its experience gathering and utilizing data on the performance indicators it selected in 1996, PVC has identified a number of measurement and data collection issues at the Strategic Objective (SO) and Intermediate Results (IR) levels that it wishes to address as it enters its second year under its approved Strategic Plan. Work under this consultancy will help PVC to modify objectives, measures and data collection procedures, as well as to formulate and put into operation plans for systematizing data collection, and for a simply centralized information system for storing and retrieving performance information. A total of twenty days is set aside for assistance for systematizing data collection. [This level of effort does not include the costs of actually setting up or operating a performance measurement information system.]

## **Annex R**

World Learning - MSI NGO Evaluation Certificate Training Course  
MID-TERM Evaluation Form  
Phase 1, March 1-5, 1997

24 individuals participated in the Training Course (2 people did not attend the second training session [Belyaeva and Sharents]). We received 20 questionnaires. We have not received questionnaires from: Oleg Zykov (group 4), Alexei Bodungen (group 5), Andrei Ilyin (group 8).

I. Timing and Phasing of the course:

This training program is DESIGNED to give the participant a combination of academic learning, practical exercises in class, and a "real life" evaluation task to complete under the guidance of the expert trainers. This section of the questionnaire addresses the timing and phasing of the training program:

1. Were you able to attend all classroom sessions?

Yes - 16  
No - 0  
Most - 4

2. Was it difficult for you to find the time to take this class?

Difficult, but I did it - 10  
Not Difficult - 10  
Very difficult, I may not complete the class - 0

3. Phase I, just completed, extended over two weeks with two classroom sessions interspersed with a "real world field exercise."

A. As an approach for developing your skills as an evaluator, how do you assess this approach?

Very Effective - 10  
Effective - 10  
Not Effective - 0

b. The training required you to conduct a "team" exercise between the two classroom sessions. Was it difficult for you to meet with your team for this exercise?

We met without difficulty - 9  
We met with difficulty - 8  
We only talked on the telephone - 3  
We did not meet except in the classroom - 1

c. Was there sufficient time between the two class sessions to complete the exercise?

Sufficient Time - 11  
Barely Sufficient - 7

Inadequate Time - 2

d. What is your assessment of the balance between class time and fieldwork?

Need more classtime - 1

Less classtime - 1

Classtime OK, more field work time - 7

Balance about right - 11

## II. Presentation of the Technical Material

### Written Materials

1. Assess the quantity of written materials provided

Too much - 3

About right - 15

Too few - 2

2. Assess the quality of the materials

Very good - 13

OK - 7

Mediocre - 0

3. Assess the usefulness of the materials to you as a future evaluator

Highly useful - 14

OK - 6

Not useful - 0

What materials were most useful to you? Be specific:

All materials - 4

Concrete:

- Structure of the report writing on evaluation, evaluation criteria
- Managing the evaluation process - 2 responses
- Materials on data collection, analysis, developing and data interpretation
- Materials on evaluation process planning, structure of the report, "stakeholders" question
- Systematization of the practical evaluation approaches
- Classification of information data collection and principles of report writing
- Article by Richard Blue
- Practical exercises
- Charts
- Values and ethics of evaluation
- 5th section - Evaluation Structure
- Sections: 1, 2, 4, 5, 9
- Section 2 - developing questions for the evaluation
- Section 4 Managing the evaluation process
- Data Collection and Data Analysis Methods ( more detailed examples)
- Creating an evaluation plan
- Organization of the evaluation process
- Classifying data collection and analysis methods
- Almost all examples
- Evaluation Structure - (section 5)
- Getting ready for Data Collection and Data Analysis (section 6)

- Data Collection Techniques (section 7)
- Data Analysis and Interpretation (section 8)

#### Classroom Instruction

#### 4. Assess the instructor's knowledge of evaluation methods

Very knowledgeable - 18

OK - 2

Not very knowledgeable - 0

#### 5. Assess the instructor's clarity of presentation

Very clear - 15

OK - 5

Not very clear - 0

#### 6. Assess the instructor's responsiveness to questions and comments

Very responsive - 14

OK - 6

Not responsive - 0

#### 7. Assess the quality of instructor's critique and feedback on class exercise

Very relevant and useful - 9

OK - 11

Not very relevant or useful - 0

#### 8. Assess the pace of the presentation of key concepts and theoretical points

About right - 16

Too quick - 3

Too slow - 1

#### 9. Were concepts and theories illustrated by good examples

About right - 13

Too many examples - 0

Not enough examples - 7

What suggestions would you have for improving class room presentation? Be specific:

- Look over the structure of the presentations
- It might be a good idea to provide a structure or outline for the group presentations and limit time of presentation to 10 minutes
- Provide more detailed and critical analysis of the group work
- More concrete critiques from the instructors on the practical team presentations
- Provide all participants with the concrete task of analyzing every presentation
- Involve the participants more often in discussions of the conceptual ideas
- Limit time of theoretical explanations in order to have enough time to discuss the practical exercises

- Provide written examples of completed evaluation reports as examples
- It would be more useful to explain most charts and ideas with concrete examples and illustrations, rather than just reading over the tables. It is not necessary to simplify all the material. It might be a good idea to use one example of a real evaluation throughout all the lectures and refer to it over and over when explaining different ideas and concepts.
- Try to avoid obvious repetitions
- After every presentation summarize typical mistakes, and make note of originality
- Analyze classroom exercises
- Stop everyone who strays from the main topic of their presentation and redirect them to concentrate on the main issues at hand

### III. Self Assessment of Skills learned in Phase I.

Assess your own learning of evaluation skills presented in Phase I.

1. I have a better understanding of the role of evaluation in the project cycle.

Yes - 20  
 No - 0  
 Uncertain - 0

2. I can now explain the difference between APPRAISAL and EVALUATION.

Yes - 17  
 No - 0  
 Uncertain - 3 (Larisa Goncharova, William Drapushko, Oleg Kazakov)

3. I can easily name three potential ethical problems in conducting evaluations.

Yes - 5  
 No - 0  
 Uncertain - 15

4. I can explain the difference between a descriptive and a causal evaluation.

Yes- 19  
 No - 0  
 Uncertain - 1 (Nodar Khananashvili)

5. If asked, I could assist with confidence an NGO to develop an evaluation scope of work.

Yes- 18  
 No- 0  
 Uncertain - 2 (Maria Zaks, Elena Zhemkova)

6. I could easily explain the difference between a formative, summative and ex-post evaluation.

Yes - 17  
 No - 0  
 Uncertain - 3 (Elena Belyaeva, Larisa Goncharova, William Drapushko)

7. If asked, I could easily conduct a project evaluation "stakeholders" analysis.

Yes - 17

No - 0

Uncertain - 3 (William Drapushko, Elena Zhemkova, Andrei Sinelnikov)

8. I can now prepare a project evaluation "IF-THEN" hierarchy tree.

Yes - 19

No - 0

Uncertain -1 (Larisa Goncharova)

9. I can easily distinguish between project "activities", and project "objectives".

Yes - 19

No - 0

Uncertain - 1 (Vera Demicheva)

10. I can easily explain the difference between a objective and a "results indicator".

Yes - 18

No - 0

Uncertain - 2 (Alexander Borovikh, Vera Demicheva)

11. If I saw a Request for Proposal from a potential client, I am confident I can now develop a complete proposal, including evaluation design, key questions, indicators, potential data tables, and organization of work schedule (GANTT).

Yes - 17

No - 0

Uncertain - 3 (Larisa Goncharova, William Drapushko, Elena Zhemkova)

Next Phase:

You are now in the process of doing a field evaluation of an NGO project including preparation of a written and oral report. These reports will be presented and critiqued in the Phase II, which will begin with class room sessions in May, 1997.

A. We need your advice as to what training you would find useful in the academic section of Phase II. Please check as many as you wish:

1. Review basic concepts of analysis and question formation - 15
2. More work on developing measures/indicators - 13
3. More practical work on various forms of data collection instruments - 14
4. More work on quantitative aspects of data organization and analysis - 10
5. More work on interviewing techniques - 10
6. More work on planning and budgeting of time and money - 8
7. More work on Report Preparation - 14
8. List other suggestions where you think additional classroom time would be useful:

- Presentation from one organization's concrete experience working with an evaluator, problem solving during the evaluation process
- Interview techniques and ethics in interviews
- Detailed analysis of 1-2 real project evaluation
- Report development and establishing an evaluation contract
- Overview of some good evaluation reports
- Ethics of surveys and discussions with clients
- Questionnaire development
- Searching for clients, creating jobs for evaluators and more details on the specific types of evaluations

9. What about the balance between classroom time and team consultation sessions with trainers?

More classroom time - 2  
 More team consultations - 6  
 Current mixture about right - 12

V. Administration:

Please help us to assess administrative aspects of Phase I.

1. Assess the location of the training site.

Very Accessible - 11  
 OK- 8  
 Difficult to get to -1

2. How were the room accommodations.

Very good - 14  
 OK - 6  
 Not good - 0

3. How was the Food.

Excellent - 14  
 Acceptable - 6  
 Poor - 0

4. Any specific suggestions for improvement:

- Hold the workshop at a site inaccessible to our "bosses" so they cannot travel to the site and distract us
- Entertainment at the participants' expense
- Classes at the same building where we live
- Food was too abundant

5. How was the general administration of the course by World Learning ?

Excellent - 19  
 OK - 0  
 Inadequate - 0

6. Please make any suggestions for improvement in course administration. Be specific:

- More TV and media representatives
- More time for practice
- Training materials on diskettes
- Hold training in Moscow
- Common events with trainers, include trainers in the participants' team work
- Have a model of a good evaluation with a good report would be nice

WORLD LEARNING-MSI NGO Evaluation Certificate Training Course

Phase II and Final Participant Evaluation Form

May 18, 1997

Moscow

II. Field evaluation exercises

1. Please assess the value of the field exercises in developing your evaluation skills

- a. exceptionally useful 14
- b. useful 3
- c. marginally useful 1
- d. a waste of time

2. Please indicate your agreement or disagreement with the following statements:

- a. The field exercise was useful, but not necessary to the development of my skills

agree 1  
disagree 17

- b. The field exercise was essential to developing my skills

agree 17  
disagree 1

Comment:

- in my own work was not enough a) partnership evaluation and b) time (it's not deal with evaluation time)

- c. I was able to apply concepts and tools introduced in Phase I in the conduct of the field exercise.

agree 18  
disagree

Comment

- partly because of the lack of resources  
- yes, but during my report review I understood that some points of the Phase I were not clear for me enough

- d. The field exercise was useful, but not worth the time and expense

agree 2  
disagree 16

Comment

- time and money were used effectively

248

e. Given the constraints of time, money, and our level of skill development, the field exercise was too demanding and unrealistic to be useful.

agree 3  
disagree 15

Comment

- it's partly true
- it needed a lot of time, but was not unrealistic
- for people we interviewed it was absolutely serious, but for us there were a lot of unrealistic aspects

f. Without the field exercise this course would have been much less useful

agree 17  
disagree 1

Comment

g. Working in a team was interesting, but I could do a better job by myself.

agree 8  
disagree 10

Comment:

- it's easier to work in team
- hard to say, I worked along
- I'm sure I can't do it along

h. Although team approach presents problems, it is the best way to conduct an evaluation.

agree  
disagree

Comment:

- Conducted evaluation was my first evaluation and have nothing to compare with, that's why I'm not sure
- it depends on evaluation object and goal
- in our case team approach was not the best way

3. If you were to replicate the field exercise, what specific improvements would you make:

a. During the classroom preparation phase (be specific)

- more realistic plan
- classes on projects cost-effectiveness
- without any changes
- clear examples of questionnaires and interview
- organizers should notify projects representatives about impending evaluation
- more attention on methodology and its importance
- more concrete evaluation goals (1-2 points)
- adequate plan, more tight goals
- detailed information on projects evaluated
- more information
- possibility to choose team

- more realistic evaluation of our opportunities

b. During the field work

- more interviews during the evaluation
- evaluation of job places effectiveness, sustainability and project cost-effectiveness
- should be useful to work under experienced expert supervision
- meeting with USAID representatives, choose NGO coalition for an interview
- external circumstances are not depend on us
- take a vacation for report writing, show report to independent person
- define team leader and share responsibilities
- more site visits
- more concrete planning
- more time needed 2
- represent 1 versions of evaluation report as a draft, then have a time to improve it and represent again
- define task for everyone in evaluation team, then develop common results
- improve interview with "buyer"
- have a time to receive comments from "buyer"

c. In the critique and follow up phase

- receive evaluation on Molly's questionnaire
- professional evaluation example for comparison
- discuss report with colleagues
- more critical discussion on conducted evaluation
- have a time for comments on conducted evaluation from trainees
- comparison of quality of conducted evaluations instead of quantity would be more effective
- show evaluation report to the evaluated project representatives
- without any changes
- more concrete discussion on evaluation goals with "buyer"
- organize oral presentation in a differ way

III. Final Class room sessions

A major emphasis during this session was on Report Presentation and Critiques

1. How useful were the instructor's critiques of your team's report

very useful 13  
useful 5  
marginally useful  
waste of time

2. Was the instructor's critique of your report fair and courteous?

Completely 12  
Mostly 6  
Partially  
Not at all

3. If given the opportunity, would you and your team wish to prepare a new

version of report?

Complete rewrite 2  
Redo some sections 10  
Minor changes are needed 5  
It is basically fine as it is 1

4. Are there some parts of the evaluation process where more classroom or guided field experience would be very helpful: (Circle the answer which best fits your situation.)

a. Evaluation Design:

I need more classroom 1  
I needed more field experience 10  
Both 5  
I'm sufficiently competent 2

b. Scope of Work Preparation:

More classroom 2  
More field 7  
Both 6  
Competent 3

c. Preparing questionnaires

More classroom 1  
More field 2  
Both 10  
Competent 5

d. Conducting interviews

More classroom 3  
More field 4  
Both 7  
Competent 4

e. Analyzing and Presenting quantitative data

More classroom 3  
More field 2  
Both 11  
Competent 2

f. Assessing organization development, management and financial/cost effectiveness issues

More classroom  
More field 2  
Both 13  
Competent 3

g. Reaching well supported conclusions and recommendations:

More classroom 1  
More field 4  
Both 11  
Competent 2

h. Writing clear and persuasive Reports

More classroom 1  
More field 10  
Both 7  
Competent 2

5. Now that you have completed the entire World Learning - MSI course, how would you rate your professional competence as an evaluator. (Circle the letter besides the statement which best describes your situation)

Group 1

- a. Fully competent to conduct all aspects of evaluation design, data collection and analysis, and report writing and presentation. 2
- b. Fully competent to design and manage an evaluation using a team of experts with complementary skills.
- c. Competent to be an equal partner on a professional evaluation team within my area of specialization 7
- d. Competent to work with professional evaluators in a supporting role, but need more experience. 7
- e. Need more classroom and field training exercises and experience before I am willing to seek work as a professional evaluator. 2
- f. I have decided that the field of professional evaluation is not an area of expertise and professional employment I wish to develop.

Group 2

- a. Competent to determine whether an evaluation report is up to professional standards, but not prepared to label myself as a professional evaluator.10
  - b. Competent to use evaluation findings in my work.8
6. The Second major objective of Phase II Classroom Session was to help develop a collective effort to promote professional evaluation activities in Russia.
- a. Do you feel that the time is right to develop some kind of evaluation association in Russia?

Yes 8  
No  
Maybe 10

b. Do you and your colleagues enrolled in this World Learning - MSI Russian

evaluation class have any comparative advantage in taking an initiative to establish a Russian evaluation association (or movement)?

Yes 7

No

As much as any group 10

Not Sure 1

c. Were the Phase II Classroom Sessions which presented the other countries experience in developing a Professional Evaluation Association to the Russian effort useful?

Yes 13

Somewhat 5

No

Don't know

d. A number of documents about the American Evaluation Association(AEA) were distributed and discussed, including by-laws, standards, membership announcements. Were these documents helpful in your efforts to develop a Russian Association?

Yes 16

Somewhat 1

No 1

Don't know

Comment (other documents needed?)

- list of evaluation associations around the world with contact information

- real evaluation report as an example

7. A third objective of Phase II was to introduce you to the opportunities to become established as a profit (or not for profit) business to provide evaluation services for a variety of clients.

a. How useful were the class discussions on developing an evaluation business?

Very useful 8

Useful 7

Marginally Useful 3

Eliminate

b. Suggestion for Improvement: (please be specific)

- it should be close to Russian specific situation

- it should be on concrete projects

8. What is your expectation about becoming an evaluation professional, either as an individual or in a company over the next six months?

a. I fully expect to earn money in evaluation work within six months 2

b. There is a possibility I will earn money 6

c. I may do so if the opportunity arises 10

d. It is unlikely that I will be doing evaluation work as a professional money making activity.

9. Participation in this course has given me many new contacts which will be helpful in my effort to become a professional evaluator.

agree 9  
somewhat agree 4  
disagree 1  
don't know 4

#### IV. Summary questions

1. Looking back on the entire course, please indicate your assessment:

- a. Best training program I have ever experienced 3
- b. Among the Best 11
- c. Certainly useful, but considerable room for improvement 4
- d. Marginally useful
- e. A waste of time and money

2. In the mid term evaluation, participants made several requests for improvement, such as more examples, stronger critiques, more materials. In general, how responsive were the trainers to your requests

- a. Completely Responsive 8
- b. Very Responsive 10
- c. Marginally Responsive
- d. Not Responsive

3. Now that you have completed all phases of the course, in your opinion, what parts need more emphasis and time, and what parts could have been shorter. Please be specific:

##### More emphasis

- evaluation methods
- all aspects of the workshop were appropriate
- preparation to data gathering, data gathering tools
- practical work in class on each section of workbook
- practical work on evaluation report
- projects cost-effectiveness
- data gathering and analysis methods

##### Less emphasis

- data analysis issues
- business side of evaluation issues
- Association establishment issues

4. In the last phase, USAID officers and Moscow government representatives, who use evaluation results were introduced to the class. Would it be useful to do more of this, including representatives from other organizations (e.g., World Bank, Foundations, other parts of the Russian Government)?

- a. Very useful 11
- b. Useful 4
- c. Marginally useful 3
- d. Not very useful

5. If this course could be repeated in Russia for others interested in becoming professional evaluators, what would be your recommendation to other colleagues? "I would .....

- a. definitely recommend they take the course. 16
- b. probably recommend they take the course 2
- c. recommend that they look into it, and decide for themselves
- d. recommend against taking the course

6. In your opinion, if another World Learning evaluation course were offered next year, would it be possible to find Russian evaluation experts to teach the course?

- a. Could be taught completely by Russian experts
- b. A combination of Russian and American experts would be best 15
- c. Most of the expert teachers should be Americans 2
- d. It is too early to expect Russian evaluators to have the necessary expertise to teach the course. 1

6. Overall, how would you rate World Learning's management and administrative support for the entire course?

- a. Outstanding 7
- b. Very Good 11
- c. Acceptable
- d. Poor

Please make specific suggestions for improvement:

- 5 days is too much for workshop
- organize workshop in Moscow

7. Overall, how would you rate the instructors performance?

- a. excellent 13
- b. good 5
- c. fair
- d. poor

What specific suggestions do you have for us to help us improve our performance as evaluation trainers?

For Molly Hageboeck and Richard Blue:

- thanks
- more attention to Russian reality
- more detailed workshops on concrete topics also needed