

EVALUATION OF THE ASSISTANCE TO RUSSIAN ORPHANS PROGRAM (ARO)

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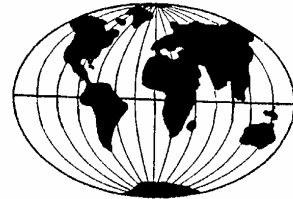
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EVALUATION OF THE ASSISTANCE TO RUSSIAN ORPHANS PROGRAM (ARO)

EXECUTIVE SUMMARY

The ARO Mid-term evaluation team found that the majority of ARO funded NGOs visited by team members have succeeded in developing models of child welfare which can prevent child abandonment and promote improved social adjustment for teenagers leaving orphanages and boarding schools. It was also evident that while a few state institutions have begun to incorporate changes in treatment of children, the process of transforming Russian institutions housing abandoned children is going to take some time and considerable resources.

The team found that the ARO program is addressing USAID objectives: (1) To introduce innovative approaches to the Russian system of child welfare; (2) To serve as a model for reforming Russian state institutions for children by retraining state child welfare staff; and (3) To expand the networking capacity of the ARO sub-grantee NGOs. To fully accomplish these objectives, the evaluation team recommends an extension of the present grant for at least 3 years. This extension period, along with the remaining LOP in the present grant, should be used to both strengthen the management of the present sub-grantees, especially those with good working model projects, as well as to begin a campaign to document and promote the ARO model projects more widely. A number of mechanisms, such as an annual conference of ARO grantees from both East and West ARO regions, are proposed. The implication of this strategy change is also that ARO shift some its grant making activities, and use more of its resources to consolidate and promote the lessons learned during the initial grant period, especially in areas where good models of child abandonment prevention and social adaptation have been created in the first phase of the project.

It is also recommended that more effort be made to establish NGO support centers in the regions where they are weak or not available at all. ARO East has made few efforts in this area, and ARO West has made a start in this direction in Novgorod where the Early Intervention Center* approach has already spread to Boroviche. The NGO support centers should be equipped with trainers with the capability to assist NGOs in the areas of:

- Fund raising (especially in attracting contributions from local business),
- Community involvement in ARO projects (with emphasis on volunteering and on increasing public awareness of problems of abandonment and social adaptation),
- promotion of ARO models in state institutions (by disseminating findings to the top level officials as well as to the child welfare staff in the institution), and
- advocacy skills, particularly with regard to children's rights as these relate to abandonment and family life.

* See Appendix II for case study of this program.

The evaluation team is cautiously optimistic about the ARO program's capacity to make changes in the way Russian orphanages and boarding schools are managed. Models, such as the two cases in Moscow where traditional state institutions are converting to child development organizations, give rise to hope and optimism. However, it is recognized that Moscow is not all of Russia and that such conversions may be much more difficult in other Oblasts.

State officials, as well as staff of Russian orphanages whom we met and talked with seemed enthusiastic about making changes, particularly with respect to child abandonment. However, they appear, for the most part, to lack the authority to make the needed changes on the proper scale. Continuing efforts need to be made with governmental officials in a position to make changes in the rules and regulations which govern the state institutions which house and care for the children.

The team found that NGOs give quality care to children in the age range 2-5; and they help parents in ARO NGO managed programs to work with their learning handicapped children, thus helping parents to make decisions to keep, rather than to abandon their disabled children.

ARO has also supported a number of pilot projects related to social welfare reform, most which introduce social technologies relating to child abandonment and social adaptation new to Russia. Some useful ideas for changes in child social welfare policy and practice have developed into seeds of change for Russian child care institutions. However, to create social welfare reform a "critical mass" of NGO, community, university, and government commitment will be necessary. Presently, the strongest agents of change appear to be the NGO sector and municipal government.

For social welfare reform to occur, NGOs and staff of child welfare institutions need to be trained to find the most effective points of intervention in the life of the parents and child which will help to prevent child abandonment as well as create support for the social adaptation of children entering adolescence and adulthood. It is therefore recommended that in a priority region, each NGO should provide a service, which addresses one of the key intervention points in the child and parents' life. Their demonstrations to government and institutions of when and how to intervene in the life of the child and its parents should be a primary responsibility of the ARO NGOs. This will enable each priority region to begin to provide the services necessary to support the child from birth through adulthood.

Finally, the team notes that the ARO program has made a commendable effort to conceptualize and define its objectives and its programs. Over the two year inception phase much has been learned and accomplished. If the next plan is approved, we believe there is significant potential for further measurable results which will benefit Russia Society and children.

I. INTRODUCTION

This report is divided into four sections, plus appendices. In addition to this Introduction which provides the framework, the three remaining sections present the evaluation methodology followed by background, then findings. The last section is the most substantial and it is divided into four subsections concerned with:

- Overall performance and mid-term impact
- Program mix
- Priority recommendations
- Impact on institutions

The attached appendices represent our best effort to further document the evaluation as well as the programs themselves. They should be consulted in reviewing the team's findings and recommendations.

II. ARO EVALUATION APPROACH AND METHODOLOGY

The ARO mid-term evaluation was carried out by a team of four professional staff: two Russian and two American evaluators. A number of approaches were used by the evaluators to obtain the information contained in the report:

1. A structured questionnaire (see Appendix 10) in English and Russian. The questionnaire was given to grantees and sub-grantees. In the case of NGO sub-grantees, all staff members were asked to fill out the questionnaire individually and to submit it to Moscow by fax.
2. Interviews were used extensively, primarily based on questions developed in the written questionnaire. In addition, the evaluators explored other, relevant issues with the interviewees.
3. Focus-group interviews with the children in the institutions were conducted by the Russian and American child psychologists on the team. Drawings were produced by the children in response to the question: "What have been the best and the worst moments in your life?" (These drawings have already been shared by the psychologists with USAID/Moscow and with the grantees at the time of the final oral presentation.)
4. A great number of reports and documents relating to the grants and the program record keeping were also consulted. The appendices reproduced in this report, especially V and VI, are the result of the translation into English, as well as re-working of the Holt International ARO/W database in Moscow to reflect the ARO program categories, at the request of the evaluators.
5. The evaluation team was initially together in Moscow and Tomsk. Following the latter, two team members went to Vladivostock, while the other two went to Moscow, Novgorod and

Boroviche. The total number of visits to NGOs, state institutions and government offices were:

Moscow: 6
Tomsk: 9
Novgorod/Boroviche: 10
Vladivastock: 11

In addition, numerous visits were made to Mercy Corps and Holt International.

III. BACKGROUND

The Russian Federation Ministry of Labor and Social Development, with support from UNICEF, publishes an annual report, "The Status of Children in the Russian Federation". According to the 1997 report, there were 624,000 children classified as "orphans". Of these, only 10 percent are true orphans, in the sense that they do not have parents. Ninety percent of those classified as orphans actually are "social orphans", meaning that they have at least one living parent who has consented to have the child placed in a state institution. The status report published in 2000 by the same state agency indicated that the number of children placed in state institutions had increased to a total of 636,900 children.¹

While there are continuing efforts to promote both adoption and foster care, the number of children adopted within the Russian Federation remains low (7%) and has been stable over the last three years. Almost half of the children adopted were adopted by foreign families, a number which is increasing; while the number of children adopted by Russian families is apparently decreasing, according to the published statistics. The present Russian law also sets the economic status of the family applying for adoption high and hence discourages large numbers of low to middle income families from applying.

A good deal of legislative and administrative action on problems of families and children has been undertaken during the decade since the formation of the Russian Federation. These include;

"...in 1993, the establishment of a fundamentally new, personality-oriented and ramified system of agencies providing social services to the families and to children."²

With respect to its policy on the family, the Russian Federation has established the precept that the family is the basic unit of society and the most natural environment for the child is within the family. The difficult economic circumstances during the Decade of the Nineties created a social situation termed 'social orphanhood' where parents abandoned their children to state institutions because they found they could not take care of them. This phenomenon is in part responsible for the increases in the numbers of children placed in state institutions.³

¹ NATIONAL REPORT on the Progress Made by the Russian Federation in Implementing the Goals of the World Declaration and Plan of Action of the World Summit for Children. Moscow, Human Rights Publishers, 2001, p.9

² Ibid. p. 16-17

³ Ibid. p. 16-17

Assistance to Russian Orphans (ARO) is a 3-year initiative of Moscow Mission of the U.S. Agency for International Development designed to support initiatives of the Russian Federation towards a child and family centered initiative. ARO's purpose is to develop community-based, family-centered alternatives to institutionalization of Russian children. This initiative is part of the mission's broader strategic objective with a goal of supporting reform in health and child welfare practices. (SO 3.2). The Intermediate Results sought under the ARO grant and training activities with child welfare NGOs is to develop and implement child abandonment prevention models. (IR 3.2.4) The target beneficiaries of the ARO program are abandoned, institutionalized, children ages 0-4, children at risk of abandonment, disabled children in families, and orphans in Ministry of Education facilities, especially those approaching the age where they can legally leave the state institution (14-18 years of age).

USAID/Moscow has identified four specific objectives for the ARO program:

- Prevention of child abandonment and promotion of family based care for orphans and abandoned children as an alternative to institutionalization.
- Development of community based services to support special needs children.
- Facilitation of the reintegration of abandoned children leaving institutions into communities.
- Development and strengthening of networks between organizations and community based groups working in the area of child welfare.

Two American nonprofit organizations, Holt International and Mercy Corps, were awarded grants as the consortium to implement the ARO program with Russian NGOs. Holt International, in a sub-consortium with the Russian Charities Aid Foundation (CAF) was awarded the work in the Western Russian regions of Tomsk and Novgorod. Mercy Corps, together with European Children's Trust (ECT) and World Association of Children and Parents (WACAP), implemented the program in the Russian Far East with a focus on Primorskii Krai.

This evaluation assesses the progress of the ARO program in achieving the four objectives identified above since inception of the ARO program in September, 1999. It also makes a number of suggestions and recommendations for further strengthening the capacity of the ARO program reach the stated goals.

IV. FINDINGS AND CONCLUSIONS

This section presents team responses to each question in the Scope of Work (Appendix IV). Additional information is presented in several Appendices.

A. OVERALL PERFORMANCE AND MID-TERM IMPACT

1. Accomplishments

Models Have Been Developed Which Help Encourage Parents to Keep Rather Than Abandon Their Children

In Tomsk, Novgorod, Vladivostok and Moscow, the team visited NGOs funded by ARO where parents of disabled children were learning how to deal with both physical and mental learning disabilities. Parents and staff reported that this training, in concert with the skilled day-care aspect of the program, was the principal incentive for parents' decisions to keep and not abandon their children to the care of state institutions.

In Tomsk the "Forget-me-Not" organization, formed and managed by parents of learning disabled children, has become a model for the local government. The Municipality intends to multiply programs similar to that of the ARO grantee "Forget-me-not". For the first time, it is using its own grant competition mechanism and is encouraging proposals dealing mainly with prevention of children abandonment.

ARO Has Funded NGOs Who Were Helped to Develop and Test Models of Abandonment Prevention and Social Adjustment

The grants have stimulated the growth and development of NGOs focused on the delivery of services to families with children having learning disabilities. The models developed and tested by the NGOs under the ARO grants have provided ideas to many state institutions on how to meet the learning needs of children with different disabilities. The NGOs themselves, for the most part, as discussed later, are not sufficiently institutionalized to survive on a long-term basis without either continued ARO and/or local government support.

Many NGOs Which Were Apparently Less Seriously Interested In Becoming Professional Child Welfare Specialists Were Weeded Out In the Training and Grant Competition

The quality of the assistance services provided were adequate in most instances, but it was apparent that many NGOs had gone as far as they could and would need additional professional training in order to provide more comprehensive and more effective services. This was especially evident in the area of family counseling where professional counseling skills, as the NGOs themselves reported, were stretched to the limits of their skills and knowledge.

ARO Developed Regional Workshops Which Motivated NGOs and Government Institutions to Challenge Old Assumptions and to Try New Approaches to Child Abandonment Prevention and Social Adaptation

In ARO/West, the initial workshops carried out in Novgorod and Tomsk were very effective in motivating and energizing NGOs and local officials to take a new look at issues of child abandonment and institutionalization. By helping to define the problem, and by suggesting that both NGOs and local government officials could take the initiative by becoming change agents, a substantial number of new initiatives were tried by the various actors in the child welfare system. The fact that NGOs, local officials and community leaders all took part in the workshops also promoted the networking and linkages needed to ensure cooperation during the implementation of the ARO funded projects.

ARO Changed Its Training Strategy Enabling NGOs to Write Improved Grant Applications, Resulting In Better Grant Proposals Being Submitted to the Expert Committee

The initial workshop model, described above, while effective in certain ways, did not prove effective in helping the NGOs prepare proposals at a level which the Expert Committee could fund, and it was not until the Seventh Grant competition held between July and August, 2001 that the new project management training program could show improved results: 11 proposals, with 8 grants awarded. Prior to the grant management training many more proposals were rejected, a waste of time and effort for the NGOs and for the Expert Committee.

ARO Developed Effective Grant Making Procedures, Enabling NGOs to Make Rapid Progress in Developing Model Projects

The evaluation team found that grant-making procedures were effective in enabling NGOs to move rapidly to implement their ideas. Purchasing, technical assistance and training for the NGOs all moved quickly once the grant proposals were approved. The result was that most of the NGOs visited have been able to get programs up and running over the relatively brief period since September, 1999. Most NGOs have only had their grants for a short period of time, but they have moved ahead with energy and enthusiasm. To support inexperienced NGOs, Mercy Corp added an inception phase to the one year grant to allow NGO staff to be trained before beginning actual service delivery.

ARO Has Brought About Some Changes in Government Policies on Abandonment, Structures and Institutional Practices

There are instances where local governments, both Municipal and Regional, are beginning to make changes in policies on abandonment, procedures and institutional practices. Chapter D of this report deals with these impacts in more detail.

2. Intermediate Program Results

NGO Services Were Established: Many NGOs and Some State Institutions Are Considering, and in Some Cases Introducing, New Services

The evidence from the interviews conducted by the evaluation team is overwhelming that NGOs have benefited from the ARO grants and have been strengthened in their capacity to develop innovative approaches and to deliver new services to families, communities and state institutions. It is also clear that the models of child welfare developed by the NGOs under the ARO grants are well regarded by the state institutions. For reasons that are discussed in more detail below, many state institutions themselves state that they lack the capacity to wholly adopt the models. The implication is clear that the ARO funded NGO services are becoming an essential ingredient in the mix of local services aimed at child welfare.

Public Information/Media is Used by ARO Grantees Only to a Limited Extent

To date, relatively little has been done to exploit opportunities to use the media. The evaluators are aware that it is in ARO's plans to do more in the area during the remaining LOP. The ARO feels, with justification, that this element has had to await further development of models. The team suggests that there are at least two key areas where ARO could increase its use of the media:

- The community as a whole should be better informed about the number of abandoned children, the opportunities for using the foster and adoption programs, and the overall need to take individual and collective action to improve the lives of so many children, all of whom are vital to the future of the new Russian Federation. (The evaluation is aware that this effort is planned for the 3rd year of the ARO program.)
- The models developed by the NGOs under the ARO grants, clearly demonstrate that ALL children can learn, and that most can be taught by parents, thus enabling parents to keep and not abandon children. This fact needs to be widely known. The bias, deeply held during Soviet times, that children with any handicap were better off in state institutions, can and should be changed through a multi-media approach.

Networking is Used by ARO Only to a Limited Extent

Networking among the NGOs occurred during the early workshops, but this process occurred too early to benefit most of the NGOs. Later, during the development and implementation of the projects, when the NGOs have more to share, will be more productive.

The evaluation is aware that, as ARO staff have pointed out, networking could only really begin once grants were awarded and activities were underway. Since this evaluation is a mid-term evaluation, it must be noted that many of our recommendations for remedies to the program are already planned by ARO staff. Section C Recommendations, deals with this issue in more detail.

3. *Evidence of Success of the ARO Grant Program*

NGOs Are Now Delivering Services Which Many State Agencies Would Like To Use

The ARO program is a qualified success in the sense that the models developed by the NGOs (independently or in cooperation with state institutions under the ARO grants) are what the state agencies should be using, and in general want to use. This does not mean, however, that the state agencies and institutions will be able to adopt all of the models with which they are now becoming familiar. The lack of resources, the rigid rules that govern the institutions and the lack of access to training for the staff, all conspire against the adoption of innovations.

Many State Institution Staff Report They Now Better Understand That All Children, Regardless of Handicap, Can Learn and Develop

This insight, reported by many staff of institutions, is very significant and should be regarded as a valuable indicator of the impact of the program. The attitude of staff at most Russian state institutions for children, has been that children with learning disabilities cannot learn. Thus, the children have been deprived of their fundamental right to grow and develop, mentally as well as physically. Any change in this belief sows the seed for productive child development initiatives. It changes the institutional philosophy of child welfare from warehousing children to a more positive view of children as learning, human beings, regardless of their disabilities.

ARO Has Clear, Understandable Procedures for Grant Making in the Regions

Both ARO/W and ARO/E have good procedures for grant making. This issue has been discussed above in the section on ARO accomplishments.

Government Is, in At Least One Case, Using ARO Grant Procedures in Its Own Grant Competitions on Child Welfare Initiatives

In the Tomsk region, the new office of NGO management in the office of the Mayor of Tomsk city is using the ARO grant making procedures. In addition, the new NGO office is using the ARO model program as a basis for the SOW. There is also evidence that Novgorod, is using the ARO grant making procedures in its own grant making for child welfare projects.

Governments Are Accepting the Majority of ARO Models Awarded Under the Grants as Being Potentially Useful to Them

This is the impression of the evaluation team based on the majority of interviews conducted with municipal and regional authorities in the four oblasts visited. (Moscow, Tomsk, Vladavastock and Novgorod).

Many ARO Funded NGOs Now Have Agreements With State Government Agencies for Services, Some Already Funded by State Agencies

While the resources available to local government for grants to local NGOs is rather limited, it should be considered a measure of ARO success that some NGOs, previously funded under ARO, are now securing agreements with state agencies to continue and expand their services. In a few instances these are also funded by the state agencies. It should not be assumed from this, however, that the state agencies would be able to assume support of the ARO funded agencies at the level at which the USAID supported program has been operating.

ARO Monitoring Indicated Increased Competence in Service Delivery by NGOs Over Time

The evidence for this is derived from interviews with the ARO staff who are monitoring the projects. It is interesting to note that, even with only a limited knowledge of how child welfare

services are usually delivered outside of Russia, many NGOs are "inventing" approaches that are very similar to what has been developed in the Western countries. It is difficult to establish, of course, whether these are parallel developments, or whether the circumstances that stimulated innovation elsewhere are producing the same, almost inevitable, effect when the problems are now being faced in the Russian Federation. Nevertheless, the ARO sub-grantee NGOs are definitely learning as they go along. There is no doubt that they would benefit from, and probably learn faster, with more exposure to some of the social welfare practices of Western countries. However, the Pedagogical meeting in Moscow, which was jointly done with Holt, the US study tour, and similar activities have helped to spread some of the Western Child Welfare models to the NGOs, contributing to the growth reported by the monitors.

ARO Developed Supervisory Procedures Are Providing Opportunities for Professional Review of NGO Services

The USAID grantees use professionally trained Social Workers both to supervise and to train other supervisors of the sub-grantees. Time does not allow the supervisors to do much training to correct the practices of the NGOs, but it does appear that the grantees, i.e. Holt and Mercy are aware of most of the deficiencies in skills and knowledge of the NGOs.

4. Meeting Training Needs

There Was a Marked Improvement in Quality of NGO Grant Proposals After Project Management Training Was Initiated

As indicated earlier, it took a while for the grantees to decide that the NGOs need more training in proposal writing. The success of the improved grant proposals following the new project proposal training is a good indicator that the program has now recognized and met this need.

ARO grants identified skills needed to work with children with learning and developmental problems. The training needs for specialized skills were met, for the most part, by technical assistance provided by the grantees. The same training needs are now generally recognized by the state institutions that either want their staff trained, or want access to specialists to work with the staff and institutionalized children.

NGO Management and Institutional Training Needs Still Need To Be Further Identified and Addressed

The grantees and ARO staff, have not, with reason, regarded ARO as an NGO development program. The NGO development has been more special purpose, rather than overall institutional capacity building. Although the evaluation team was not able to spend a great deal of time with each NGO, it is apparent, from their replies to questions regarding their future viability, that they have not focused yet on this issue to any great extent, although they consider it is vital for their sustainability.

It is also evident from our visits to state governmental offices that competition for grants in social welfare is increasing with great speed. Some state offices reported that when they have a

competition they get several hundred proposals. To be sure, many of these are not fundable, nevertheless the ARO grantees cannot be sure, just because they developed and tested a model of child welfare under ARO grants, that they will be the only, or most favored bidder in the race for future funding in state funded competitions.

ARO is a program which has involved investment of US resources in the development of viable child welfare intervention models for Russian orphans. The team *suggests* that it is now in a situation where it will need to protect this investment by further assessing NGO training needs and by following this with additional assistance in the form of more training in NGO management and sustainability. Such training should include standard internal management skills and processes (planning, budgeting, monitoring, human resources) as well as developing skills to secure additional funds (grants, fund raising).

5. *NGO Capacity Building and Sustainability*

Social Service Capacity Has Been Transferred to Many NGOs by Training and Internships

The NGOs are without doubt delivering the services inherent in the models developed under their ARO grants. Whether the NGOs are also able to develop other child welfare models on their own, without additional ARO or other support, is an open question. The other side of the coin, whether the ARO sub-grantees have sufficient capacity to transfer their models to state child welfare agencies without further assistance in the processes of how to introduce change, is also an open question.

To ensure that the NGOs will be able to continue to provide child welfare services to their communities, *the team suggests* that ARO consider "teaching the NGOs how to swim", i.e., giving them the skills they need to find resources in the local community or from other foreign donors. (See our recommendation in Chapter C. about ARO sharing the good but non-funded proposals with other members of the donor community.)

The interaction of the NGOs with their communities is what is needed to obtain support from the local community. This interaction between NGOs and their communities is fortunately, what is also needed to meet the need for disseminating information to the community about child abandonment along with the need for institutional reform in child care institutions. This should therefore be considered a synergistic reform with many potential benefits to both the NGOs and to their communities, and, eventually, to the children in the institutions.

ARO NGOs Especially Need Issues Clarified with Respect to Legal Responsibility for Children in Their Care

In Tomsk, for instance, the organization "Nature House" takes children from local orphanages and boarding schools on overnight trips to the mountains. They are aware that without some sort of legal transfer of responsibility for the child's welfare, the entire program, which is otherwise excellent, could collapse with a single accident on a trip. Most other NGOs are working with children who are legally wards of the state. The legal responsibilities for the children while they

are with the NGO has never been clarified and *the team suggests* that some action be taken to remedy this situation.

6. *Holt/Mercy Coordination*

It Appears That Coordination is Somewhat Limited and Insufficient

Both organizations could learn from each other by sharing program innovations. On some matters Holt is better, on others Mercy has some advantages. *The team suggests* that much would be gained if there were regularly scheduled meetings of the partners, such as semi-annually or annually.

Regarding the question of whether ARO would be better served by having only one US grantee, it is the team's opinion that it would not be advisable to try to have either grantee take over the activities of the other. Relationships with the NGOs and state agencies and institutions are already in place by each grantee. *The team does suggest*, however, as indicated above, that there are lessons to be learned by each grantee from the other, hence more regular meetings between them would undoubtedly facilitate such meetings. That goes for the grantees as well, ARO/W and ARO/E grantees should have the opportunity to meet and share their learning and experience at least once during the life of ARO.

7. *"Roll-Out" Program*

The Idea of Identifying Good Programs to Other Sites Is Excellent

Model programs are not well described and in their present state they are difficult to transfer to other institutions. *The team suggests* that more attention paid to the problems of how to get government to adopt ARO models. The issues of state institutions accepting change and innovation are not well understood. Further, it is difficult to get governments to adopt new ARO models due to rigid procedures and lack of resources.

8. *Some Major Constraints Faced by ARO*

There are not Enough Sustainable NGOs in the Regions To Have a Major Impact on State Institutions

ARO is of necessity only a model program, not a solution to the overall issues of abandonment and child institutionalization in Russia. ARO's impact can only be as large as the number of institutions and communities that become familiar with its lessons and model programs. It would therefore be advisable to include in the next phase, development of plans for broader implementation.

9. *Additional Constraints*

- Many NGOs are insufficiently trained to operate at a professional level in family counseling and other child welfare services. Additional training will make them more competent, but at

the same time, probably will also make such NGOs more indispensable as a part of child welfare services. If neither ARO nor Oblast governments are in a position to fund their activities, this could cause a crisis in child welfare services. It is therefore clear that state agencies have a high need to adopt and adapt the models developed by the NGOs under the ARO sponsorship if there is to be any assurance that the gains made will become institutionalized in state institutions.

- The NGOs are not sufficiently involved with their communities. We suggest that a great deal more could be contributed by the community, such as use of more resources like volunteers, toys and clothing, also an increase in community political demand for child welfare reform in state institutions. *The team also suggests* that it should be the role and the responsibility of ARO grantees to help to get the communities involved in some of the ways stated above.
- “The economic situation is forcing people to concentrate on their own survival rather than on institutional reforms”. We heard this often, but it is difficult to know how much significance to give it. Apathy is more likely a residue of the Soviet period with its heavy emphasis on state responsibility for child welfare through its elaborate system of institutionalization. The state institutional staff is poorly paid - and state institutions have no resources to pay for specialists such as ARO projects use.
- It is known that there are two peaks on the curve of abandonment: One, very high at birth when the state still puts many newborns in “baby homes” and the other at age 3-4 when parents find they cannot cope, especially if the child is learning disabled. The ARO program is making almost all of its impact on the second of the peak periods of abandonment by teaching parents how to work with their young children. The team does not recommend that ARO shift its focus to the issue of abandonment at birth since we understand that there are a number of other programs dealing with problems of teen-age, un-wed mothers and others at high risk of abandoning their babies.
- Coordination among state agencies is very poor. Many barriers to the expansion of ARO innovations are due to lack of inter-governmental coordination or cooperation. The ARO strategy of trying to introduce models of “integrated services” where the child is followed through the system, regardless of age or disability, is excellent. Currently, we were told that many children are “lost” or misplaced in the state system due to the lack of coordination between health and education departments at the local level.
- Rural areas are underserved in child welfare by state institutions. Many, if not most, rural areas are difficult to reach due to transportation and communication problems. The result is that coverage of services tends to be urban, not rurally focused. The ARO focus is generally on small towns and it is important to note that the new services have emerged at the Rayon level, a good model for the government institutions of which to become aware.

B. NEW STRATEGY/PROGRAM MIX

According to the Cooperative Agreement, USAID specified 3 intermediate objectives for its grantees:

- a. Prevention of abandonment and institutionalization;
- b. Development of community-based assistance, and
- c. Promotion of networking and sharing of lessons learned

To meet these objectives ARO/E and ARO/W followed somewhat different mixes of program components: ARO/E formulated its four Program Goals and implemented activities within the framework of technical assistance, training and grants. In ARO/E the majority of the grants (7) went to NGOs with programs focused on prevention of child abandonment and promotion of family-based care for orphans and disabled children. The remaining grants were for community-based services in support of special needs children (5) and grants for social adaptation of institutionalized children entering the community (3). There were no grants to ARO/E NGOs to promote networking between state organizations and community based groups working in the area of child welfare. ARO/W had 28 grants in abandonment prevention, 15 grants on family-based alternatives to institutionalization, 11 projects on social adaptation, and 3 projects on development of children's rights and protection practices.

ARO/W also followed a strategy of strengthening NGO support, or resource centers in both Tomsk and Novgorod, while ARO/E did not contribute enough to establish NGO support centers in its two priority regions, Magadan and Primorskii Krai. However ARO/E did establish the specialized University-based Resource Center to provide special teaching and lecturing on preventing child abandonment for students, NGO staff and personnel from state institutions.

The technical assistance component in both ARO/E and ARO/W was mainly focused on providing technical skills in social work as well as guidance on social and medical issues. Technical assistance and training in basic NGO management, such as office management, accounting, advocacy and community relations, was generally found to be lacking in both ARO regions.

One problem noted by the evaluation team in ARO/E was the lack of clear distinction between training and technical assistance. Technical assistance was regarded by the staff as training, and visa versa. While training and technical assistance often overlap in NGO development efforts, it is useful to distinguish between them in order to be able to focus more specifically on the special needs of each NGO organization. Technical assistance should be assistance directed at the specific problems of individual NGOs, adjusted according to the level of development of the NGO. Training, on the other hand, can be more generic, aimed at meet informational and skill needs of a range of NGO organizations.

Below are some summary answers to the specific questions posed in the evaluation SOW related to the effectiveness of the ARO strategy.

1. Program Elements

The Granting Mechanism is Working Very Well in Both Regions - Leave Well Enough Alone

The grant-making component of ARO/E has well designed procedures, with clear and meaningful criteria for evaluating grant proposals, as well as a well designed form for the

members of the Expert Committee. The makeup of the Expert Committee, however, could be broadened to include members of the community. A former NGO grantee, with good experience in project management, could perhaps be included on the panel, provided of course that this NGO was not involved in the competition.

The Training Has Been Very Helpful in Facilitating Both NGO/Government Interaction and Intra-Governmental Coordination

Changing the training from regional seminars to Project Management training is one of the most effective strategy changes made by ARO/W. The large number of good grants seen by the evaluation team seems to be evidence of this strategy change. The Regional seminars allowed for participatory analysis of the local situation in the region, and also allowed the NGOs to develop locally appropriate models for abandonment prevention and/or Social Adjustment programs. The seminars also provided a valuable opportunity for the NGOs and government agencies to get to know one another, something which proved invaluable as the projects developed. The contact with the government institutions also provided the NGOs with the necessary legitimacy for working with children, a very necessary element since most of them were operating with a license. Finally, the social partnerships and cooperative mechanisms developed during the training made it possible for the NGOs and government agencies to work together in testing the models with the staff and children in the state institutions.

Technical training to create the specialized skills in working with learning disabled children has been a very significant factor in making the grants as effective as they have been. The demand for this type of training from staff at state institutions is an indicator of the high value placed on the specialized training by all who work with learning disabled children.

In Training and Technical Assistance with NGOs, ARO Should Take the Developmental Stage of the NGO into Account (i.e., Vary Assistance Depending on NGO Needs)

There is a definite need for more detailed training needs-assessments (TNA) of the NGO grantees. Such assessments would reveal the special needs of individual grantees, which could then be dealt with by means of changing the strategy mix of training and technical assistance. Training which covers subject matter already known to the participants is a waste of precious resources. By the same token, missed opportunities for targeted technical assistance can hinder an NGO in developing the special quality services needed by its clients.

While ARO/W has shown good initiative in adding NGO support organization development to its strategy mix, this element will need considerable strengthening, especially in Tomsk Oblast where the "NGO support organization" appeared to be somewhat weak. A better strategy for ARO than to develop an NGO support organization from the ground up, might be to select outstanding NGOs to become the support organization in their specialty area.

Training Is Good on Theoretical Frameworks, Less Good on Giving Practical Skills, e.g., on Family Counseling and Other Process Skills

Social work, family and individual therapy and many other highly professional skills in dealing with social problems, were virtually non-existent prior to the collapse of the Soviet Union. It is highly ambitious to expect that NGOs can develop such in-depth skills in the short time since they received the ARO grants. Their progress in this area is remarkable but, at the same time, fraught with risk if they do not receive further training. Clinical practice, as it is taught in Western countries, depends to a large extent on peer review, frequent counseling of the interning therapists and/or social workers, and, above all, on mentoring by experienced workers in the field. None of this "process training" is available to the NGOs now entering the field of family counseling.

Their definition of "family", for instance, appears at odds with generally accepted practice. Some workers with NGOs attempting family therapy define the family as the mother and child, omitting the siblings and father. Others will, albeit reluctantly, include other members. Few think of the father, or other significant males as partners in family therapy. Issues of definition of family, the role and practice of the family therapist, all are begging to be dealt with by those organizations now entering into family counseling practice. *The team suggests* that further training in family therapy emphasize enlarging the definition of family.

Training and Technical Assistance Does Not Emphasize Legislative Issues That Impact on Child Welfare Work

Issues of advocacy, whether at the community level and beyond, should be dealt with in any expanded NGO management program. Most NGOs interviewed also were not very familiar with Human Rights issues, or the legislation passed in the Russian Federation affecting the status of children. *The team suggests* that future training include legal issues that impinge on child welfare work.

ARO Could Use More Emphasis on Facilitating NGO Networking and Sharing of Models, Problem Solving and Approaches

The ARO strategy mix is, as indicated above, out of balance with respect to grants for networking and for using media to engage the community more in issues related to abandonment and institutionalization. We are aware that ARO staff plans to expand this element in the third year and encourage it. See Chapter C for details on this issue.

Most NGOs Have Developed Very Good Models on Abandonment Prevention and Social Adjustment, but Lack the Skills to Describe and Convey the Models to Others

This is a very important issue for the ARO strategy. Given the number of children all over Russia who need the kinds of approaches the ARO NGOs (alone or in cooperation with institutions) are developing, the most critical issue facing ARO in the near future will be how to communicate how the models work. The NGOs (as well as NGO-institute partnerships) will definitely need help in describing the models. *The team suggests* that efforts be made to develop

good audio-visual technology, especially video production in order to effectively communicate how the NGOs are using the ARO grants to solve problems related to child welfare. While television programs are a good way to reach large audiences, shows about the NGOs work done by television producers who do not understand the subject matter are not likely to be successful. Case study programs both on the situation of children in state institutions and on the methods that work need to be developed and widely disseminated.

NGOs Should Be Learning From Their Innovations and Experiments; This Is Especially Important in Clinical Practice

“Learning how to learn” involves changes in methodologies, skills and attitudes. It will require that NGOs learn how to record what they are doing, so that they can later evaluate and compare the results from different approaches. The concept of Action-Research, (A-R) as yet not well understood in Russia, is essential to fostering a learning-how-learn climate in NGO organizations. Action-research also needs to be applied to work with community groups where different approaches should be tried and tested. An A-R approach is also useful in preventing discouragement. The attitude should be: if one way does not work, maybe another way will. The goal should be to develop an organizational learning climate. Only in this way will the NGO be able to cope with changes in its environment.

Synergy: ARO May Want to Consider Spending Less Time Expanding the Number of Grants and More Effort Helping Successful Grantees Share the Models More Widely

Synergy, as originally defined by the American Anthropologist Ruth Benedict, who got it from her studies of American Indian cultures, means either getting a potent result from a new strategy mix or getting more from the same input. In ARO's case synergy should mean that the program is learning how to get the most impact from its investment in developing new models of child welfare and abandonment prevention.

Efforts to describe and communicate the models can be synergistic when they result in others taking up and using the models. Efforts to involve the community which draw on community resources are also synergistic because a small effort, applied at the right time and place, can have a strong and lasting effect when a larger, more resource rich, population becomes actively involved in issues of child welfare.

2. The Best Approaches of ARO

The consensus of the ARO evaluation team was that the following were the best approaches:

- The initial regional seminars were very good for starting action on child abandonment and social welfare in the selected regions.
- The Project Management Seminars resulted in improved grant proposals.
- The coaching approach used by ARO/E for young NGOs was very good, a good way to use the small grants.
- The study visits gave useful models and helped motivate the NGOs to try new approaches.

- The social work seminars gave useful frameworks and skills. Also, the casework approach introduced a method which may help ensure that children are tracked through the system of state services and institutions.
- Important regional and local child welfare models were developed, e.g., NGO “SMILE” (ARO/E) (Spassk) and the Early Intervention center, whose model has been successfully transferred to Novgorod and Boroviche. (ARO/W)
- Using NGO ARO funded programs to improve the management of state institutions for orphans, such as baby homes opening doors to outside influences (e.g., Uteshenie), and other places where staff has taken over NGO functions, e.g., Orphanage # 2.(ARO/E)
- In ARO/E a local NGO set up a foster family program based on best Russian and foreign models. (Danko, where 23 children were placed in 22 NGO trained families in Primorskii Krai, and fostering in Magadan with support of the Magadan administration.) Some organizations in the Tomsk region and in Primorskii Krai have been successful in finding foster families in rural areas, based on an old model introduced by Catherine the Great).
- Children with disabilities have not been abandoned because NGOs worked with parents in "Voice of Help", and the Day Center for Children Mild Learning or Physical Disabilities, Spasskoye, Vladivostok. (ARO/E) Also, in day care centers which work with children during the day while parents are at work, so that parents can be with their children at night, (SMILE) (ARO/E) have been effective in preventing abandonment.
- NGO-local government partnerships have been effective both in spreading the ARO models and in protecting NGOs working without licenses for child care.
- "House of Nature" in Tomsk (ARO/W) takes institutionalized teenagers on overnight camping trips, mixing them with non-institutional children from local families and represents a very good model of adaptation and socialization.
- NGOs have helped to prevent the abandonment of children with disabilities by working with their parents. At "Voice of Help" in Vladivostok, staff helps to integrate disabled children (deaf, blind and children with cerebral palsy) into mainstream schools and provides legal and psychological support to their parents . At SMILE, a daycare center in Spasskoye, Primorski Krai, staff work with disabled and special needs children during the day while their parents are at work , so that parents can be with their children at night. SMILE has been effective in preventing abandonment.(ARO/E)
- "House of Nature" takes institutionalized teenagers on overnight camping trips, mixing them with non-institutionalized children from local families. The House of Nature succeeded in breaking down the barriers that isolate government institutions such as orphanages and allowed the children to gain acceptance from the community and to gain affirmation of their own independence and skills. As a result the staff began to see the “orphan” children in their care quite differently and in a more positive way. In the words of a deputy director of one of the orphanages involved in the program, “Now I understand that we raised the children incorrectly. We have to reconsider the system of raising children in its entirety. The system was too aloof. The children need to go outside this place. And now we see some of their wonderful qualities.” (ARO/W)

3. *Evidence of Sustainable Approaches*

The training of local specialists from government agencies and institutions focusing on new ways of preventing child abandonment could be considered evidence of the ARO contribution to

long term change and improvement in the quality of care of orphans. For example, a recent decision signed by the First Vice-Governor of Primorskii Krai on September 5, 2001, creating a social partnership in the field child abandonment prevention, contains a number of provisions which can be considered direct evidence of ARO's influence including Workshops to define the priorities for cooperative ventures between government institutions and NGOs. In Moscow, the transition of a boarding school to a Child Rehabilitation Center (LIFE SOURCE), and, also in Moscow, the transition of an orphanage to Family Alternative Orientation, are both evidence that the program is having a positive effect on state institutions. Further, the establishment of an NGO offices in the offices of the Mayor in Tomsk and in Novgorod, are evidence that local government is being affected by the ARO programs. Both of these offices, incidentally, are primarily concerned with social welfare activities.

Finally, as indicated above, if the staff of state institutions now believe, as a result of the ARO grant demonstrations of new models of child care, that indeed all children can learn, this is a very significant achievement on which much future progress in the area of child welfare can be built.

4. *Indicators (Detailed information is provided in Section D.)*

C. LESSONS AND RECOMMENDATIONS

1. *The Most Important Lessons of ARO*

Lesson # 1: There Is a Strong Need to Increase Public Awareness of Child Abandonment and Social Adaptation Issues in Russia.

Recommendations:

- Improve indicators for measuring changes in child abandonment and social adaptation. For instance, make more use of parent driven indicators of changes in children's capacity to learn. (See Section D.)
- Initiate a media program based on professionally produced, filmed/videotaped case-studies of successful ARO demonstrating how to work with children with learning disabilities. The team suggests working with local broadcast media to produce and broadcast the stories of the model projects.

Lesson # 2: Small Numbers of Children are Actually Reached by ARO Programs.

Recommendation:

- ARO might want to consider having award competitions which would develop models for reaching abandoned non-institutionalized children, e.g. street children who represent large but unknown numbers in Russia.

Lesson #3: State Institutional Procedures are Difficult to Change Via ARO Demonstration Models.

Recommendations:

- ARO should consider working more closely with UNICEF and TACIS to make sure that they, who are working with reforms of state institutions, are both fully aware of the models being developed under ARO, as well what changes need to happen in order for the models to work with state child care institutions.
- Case studies of how institutions adopt changes should be developed and shared with state institutions considering changes in their child welfare practices.

Lesson # 4: ARO Grantees are Collecting Data, but Little Use Is Being Made of the Data

Recommendation:

- ARO does not need to collect data on the causes of child abandonment, or relating to the problems of social adaptation of children leaving institutions, this should be the job of the government agencies. On the other hand, it should make more use of the data that it is collecting.

To this end, the evaluators initiated a reorganization of the Holt International database according to the structure of the program. We also asked Holt staff to have the database translated into English to make it more accessible for analysis by non-Russian speakers. We have attached this new database as Appendix 6. Not only does Holt appreciate this from the point of view of its needs for reporting to USAID and other supervisory authorities, but this new format makes it easier to see the relationships in the data. From the existing database, for instance, it would be easy to print out pie-charts and other graphics that show what is happening with the grants. A similar analysis should be made of the rejected project proposals, knowledge of the causes of why many proposals were rejected would reveal causes that could be addressed in the Project Proposal training.

Finally, the *team suggests* that NGOs should interview the primary beneficiaries of their services, the children and parents, to better assess and collect data on what their needs are (a bottom-up rather than a top down approach).

Lesson # 5: Government Services in the Regions Are Not Coordinated to Ensure That Individuals are Served in Ages 0-18.

Recommendation:

- ARO should continue to increase its efforts to demonstrate to government agencies the value of integrated, continuous services that meet the needs of the individual child (introduction of the case method is a valuable step in meeting this need).

Lesson # 6: Models Developed by ARO NGOs are Not Adequately Documented.

Recommendation:

- NGOs need assistance in describing and documenting models and techniques developed. Videos and papers would be especially valuable for transmitting ARO program lessons learned.

Also see lesson #1 above.

Lesson # 7: ARO NGOs Cannot Be Fully Effective Without Strong Government Links.

Recommendation:

- ARO sub-grantees need to explore how to strengthen government linkages as well as how to transfer technology to government institutions. The ARP model of attaching a key government worker, not paid by the project, to each NGO who takes part in all the training that the NGO staff receives - and in turn promotes the project to regional and federal levels, might be useful model to use in many ARO projects.

Lesson # 8: ARO NGOs Need to Do More Networking, Sharing of Innovations and Learning About Innovations Introduced By Others

Recommendation:

- The evaluation is aware that networking has been difficult at the earlier stages of the project, before there were models to share. The time is now ripe for a good deal more networking activities, as are indeed being planned by managers of ARO. A variety of sharing mechanisms can be used, e.g., annual conference for all ARO grantees, east and west of Russia; also email, as well as an ARO NGO managed website for sharing innovations.

Lesson #9: ARO Does Not Have A Multiplier Mechanism, Either to Train NGOs in Abandonment Prevention/Management, or How to Spread the Models to Other NGOs, State Institutions and Government Agencies.

Recommendation:

- The present relationship with CAF in Moscow needs to be expanded to enable training of trainers from the regions to include both management and ARO model training. The training should be open to both NGOs and to staff of child welfare institutions. This will necessitate strengthening and expanding the number of NGO Support Institutions in the regions. The initial, and very successful attempt to establish the St. Petersburg Early Childhood Intervention Model in Novgorod and Boroviche is a good example of what can be done in this area. CAF is presently in need of learning a better methodology for training trainers. An earlier USAID supported project in Kyiv, The Counterpart Creative Center, has an excellent TOT model available, with all materials in Russian, and could perhaps be of assistance.

Lesson #10: Many Good Proposals Submitted to ARO Cannot, For Various Reasons, Be Funded by ARO.

Recommendation:

- Proposals which are otherwise sound, and are in the area of child welfare innovation and reform, should be widely shared with the donor community and with the Russian government social welfare agencies. This is another reason for re-organizing the Holt database which contains good summary information on all grant proposals submitted (see recommendations on database management above).

2. *Technical Focus of ARO*

Recommendations:

- Where strong models have been developed in each priority area, build on the strongest models.
- Put less emphasis on giving new grants to areas where ARO already has proven technologies. Instead focus on disseminating what has been proven to work.
- The model of joint training and technical assistance shared between Western and Russian experts to develop approaches is effective; once a model is developed, train and use Russian, local trainers.
- Share training technology and training evaluation methodologies between ARO/E and ARO/W in regular meetings and conferences.
- Emphasize a special focus on family and play therapy. Define family by including all key stakeholders in child's welfare (e.g., fathers, grandparents and siblings currently ignored in ARO sponsored family therapy).
- ARO should assist NGO sub-grantees to identify the key point where child development requires intervention. To do so, ARO will need specialists to develop guidelines for child development key intervention points.

3. *ARO Program Extension, Objectives and Focus*

The Team Recommends Extension of the ARO Program for Three Years in Order to:

- Consolidate, strengthen and introduce all good models of child abandonment prevention and social adaptation to state governments;
- Build more NGO capacity and sustainability, especially via increased community support;
- Enable NGOs to define themselves more closely by means of networking with other NGOs in Russia and elsewhere;
- Increase the focus on, as well as involvement in, community action on the social consequences of child abandonment and institutionalization via media and community meetings;
- Increase integration with regional government policies on child welfare and abandonment; and

- Create specialists who can disseminate successful models and make increased use of lessons learned.

4. *Prevention of Abandonment in ARO East: Summary of Suggestions by ARO Staff.*

MAGADAN	SEVERO-EVENS Aborigines
Suggestions	
<p>1) Setting up a computer network between the projects is required because of the lack of information and access to specific professional social work training, seminars, experienced trainers. Update list serve or/and lessons learned, share experience, access social literature sources, and books. Such complete systematized information will help to improve the work. This project will be very valuable and make it easy to identify and contact the right people and resources.</p> <p>2) The early intervention project will be extremely important to reduce the number of children abandoned. This project needs to receive follow on funding in order to complete the creation of a methodology of working with this group and disseminating the model widely outside the Magadan region.</p> <p>3) Expand the Otrada disability project. Magadan currently has an increase in the number of children with disabilities living at home and this target group is a priority in the region. This project has a waiting list and they will look to work with other NGO's and the state day care provision to establish a network of centers within the City and Oblast towns.</p> <p>4) The Fostering Program in Magadan will be trained to statutory staff at the end of this year and a networking process with the rest of Russia (Perm, Samara) will commence for the administration so that a methodological center can be established.</p>	<p>Established the partnership project with Alaskan northern minority associations to Identify peculiarities and specific features of abandonment among aborigines and work out the strategy, using their experience, approaches, methods. Issues to be considered:</p> <ul style="list-style-type: none"> - Foster care families among native people, - Networking, - Access to services for northern aborigines - Establishing a system of social services which works on an outreach model in remote areas of the Tundra and offers care for children regardless of the problems such as disability and alcohol.

Reintegration	
Provide for the adaptation of the teenagers in the city of Magadan. Provide training in life skills, integrate children with learning disabilities, establish of methodological programs which can be transferred to all residential establishments, establish links between further education and child care institutions.	The project will work with other NGOs in Magadan city in order to establish a permanent support network for young people arriving from S-Evensk. This method of preparation and support of minority groups will be disseminated to other isolated regions of Russia.

D. IMPACT ON INSTITUTIONS AND OTHER QUESTIONS

1. Examples of Impact.

There are a number of levels to consider in trying to estimate the impact of the program on institutions such as:

- Institutionalized children
- Staff managing institutions
- Staff working directly with children in institutions
- Institutional Directorates
- Government agencies and structures at local and national levels.

Listed below are some examples of the institutional impact of the ARO program, as observed by the evaluation team.

Children are able to go outside the orphanage, and hence have more opportunities to interact with, and learn from members of the community.

- House of Nature and Eagle's Nest : Hikes and overnight trips with teen-age boarding school kids ; (Tomsk) (ARO/W)
- Lutheran Parish of St. Mary and Orphanage 2 (Ussurlysk): Life Skills. (ARO/E)

Both mentally and physically handicapped children are interacting with children without disabilities.

- Integrated school (Moscow, ARO/W)
- Smile (Primorski Krai): children attending "normal school" (ARO/E)
- "Voice of Help" (Vladivostok): children graduating into community school. (ARO/E)

ARO funded NGOs are providing new ideas and technology (services) to baby homes.

- Uteshenie provides the Lekoteka concept to a baby home.
- Danko helps families to take children from an orphanage into foster care.

Institutional staff have increased their skills level by attending ARO sponsored training and study visits.

- Smile (Spassk) trains teachers throughout the region. (ARO/E)
- Staff and officials from government institutions have been trained in child and family work. (Head of Regional Education Department Gorlov, Tomsk, ARO/W)

Directorates of institutions are becoming more progressive as result of exposure to ARO training.

- Methods of discipline are changing, children appear happier, more active. (General impression from Psychological Focus Groups with Children conducted by the Psychologist on the evaluation team)

Orphanages are, in some cases, transforming themselves into foster care units. (See examples in Chapter B.)

- Government structures are reorganizing to better meet the needs of orphan children.
- Some government agencies are now taking responsibility on preventing child abandonment (earlier splitting among three departments-health, education and social protection) was changed to avoid mis-coordination (Chernigovka in Primorskii Krai); (ARO/E)
- “Each child should have a family”. (Gorlov, Tomsk, ARO/W)

ARO is helping government institutions to create new models within institutions.

- Correctional school creates “social hostel”. (Urtamski, Tomsk Region)
- NGO exists within the government institution “shelter” to help children return to their homes. (Birth Family and Shelter Ogonyok)
- NGO departs orphanage, leaving trained orphan staff to continue the work of social adaptation for teens. (Lutheran Parish NGO in Orphanage 2, Primorski Krai)

The NGO created programs which local government is disseminating to its institutions

- “Smile” trained teachers and the Department of Education now disseminates the material.
- “Urtym” (government) corrective boarding school is developing a model for a social hostel for its graduates to help in their social adaptation. (Tomsk Region)
- The Ussuriisk Project led to changes in the Orphanage Statute with respect to meeting children's needs.
- The Chernigovka Project led to the establishment of a new position of Deputy Head of Local Administration for Child Abandonment.

2. What Is ARO Not Doing, That It Could Be Doing, To Make An Impact On Institutions And Government?

- There are no legislative change or advocacy efforts. However, a key question is whether this should be left to UNICEF and TACIS.)

- There is little linkage with high levels of government to raise awareness of child abandonment and other child welfare issues
- There is little effort to work with other community groups to put pressure on the government for child welfare reform initiatives.

3. What Is ARO Doing That Might Have A Negative Impact On Government Institutions?

There is nothing directly negative being done. The team however offers a few questions which should be considered over time. Answers to these questions are beyond the scope of this evaluation, we only raise them because the team feels that having identified the issues, we should bring them to the attention of the ARO policy makers.

- Is ARO weakening the government institutions by competing for specialists?
- Is ARO creating "government NGOs", i.e., NGOs that can only function under the umbrella of government sponsorship?
- Is ARO creating an essential niche for itself in child welfare, by creating services that cannot, given the limited resources available to government, be adopted by government agencies? Could this prevent significant government reform, because "ARO is taking care of the problem"?
- Can government agencies afford to support the ARO NGOs so that they can continue the work in the post-ARO phase?

4. Some Areas Where ARO Impact is Most Significant:

- Those areas of projects where state institutions have received a lot of training along with NGOs.
- Those programs where, for the first time, institutionalized children are interacting with the community on a regular basis. This would include attending community schools, participating with clubs, interacting with non-institutionalized, and family-based children in day care centers and nurseries.
- The programs where children are interacting with community organizations. ("House of Nature" in Tomsk is an example of institutionalized children.)
- Those programs where, as with the St. Petersburg model of Early Childhood Intervention, the program has been institutionalized at the local level (Novgorod Region), and is now being transferred not only to state institutions but to other NGOs who are also transferring the model.
- The programs where top management intends to act on legislative and structural reforms, such as the Social Partnerships in Vladivostok, which directly affect the welfare of children.
- The areas where local government takes the initiative in coordinating NGO efforts and sponsors its own grant competition on child welfare initiatives. (Tomsk and Novgorod)

5. Should Humanitarian Aid Be Given to Russian Orphanages?

This is a "Give a man a fish...." issue: Generally it is better to develop capacity than it is to give material things to orphanages. Humanitarian aid tends to be supply-driven whereas equipment for children with learning disabilities, such as toys and physical therapy equipment, should be

needs-driven. This is especially true for children with learning disabilities who need specialized toys and equipment.

To obtain and distribute the specialized equipment and toys needed by children with special needs requires a good deal of control over the supply and distribution of the humanitarian aid. Given that there is apparently no such structure in place, it would be better either not to consider humanitarian aid to Russian orphanages at this time, or, if such a program must be implemented, to create the organization with its trained personnel needed to make sure that the distribution of toys and equipment is based on the needs of the institutionalized children in the Russian orphanages.

Several orphanages have been quite successful in obtaining needed items from local businesses and the community. Rather than increase the dependency of institutions upon external aid, the teams suggests training the institutions in fund raising skills. Perhaps a type of matching grant program could be established whereby humanitarian aid agencies contribute a portion of the humanitarian aid needed to those institutions that have already obtained some of the resources they need.

6. *Should ARO Continue to Target Institutions and Aim for De-Institutionalization?*

It is already evident, from two examples of Moscow state institutions, that Russian child care institutions can change their focus from child warehousing to child growth and welfare. Further "de-institutionalizing" does not necessarily mean closing the doors and turning out the lights on the existing institutions. Given that there are large numbers of Russian children in the streets sleeping under bridge and stairwells, institutionalized children are relatively better off than the street children. Reforming institutions to focus on child development, while expanding efforts at placing children in foster and adoptive homes is probably a more realistic policy for the ARO program, than is de-institutionalization.

However, ARO is not working with the supply side which is filling the Russian state institutions with abandoned children faster than any foster or adoption programs can take them out at the other end. Problems of abandonment are much more severe at the time of birth, and can be traced to teen-age pregnancy, divorce and breakup of families and other causes, which occur in all modern societies. Associated with this problem, also out of ARO's reach, is reducing the high number of children born with birth defects which tend to drive parents to abandon them. Finally, the economically difficult situation in Russia continues to be a significant factor in abandonment decision making by parents.

In general, the team found that ARO program has got it right: Work with families who could, given training in how to deal with their learning disabled children, take care of and keep custody of their children. If the word went out all over Russia that families do not have to abandon their children, that there is an alternative, a great many will undoubtedly be looking for services such as ARO has initiated to help them. It is fervently hoped that such services will be available.

7. *Can ARO Indicators Be Strengthened and Improved?*

The ARO program uses program outputs, such as number of NGOs with grants, training programs conducted, etc. as indicators of achievement. To be useful, indicators should be measurable results, or effects, of the program outputs. The distinction is very important since it is always possible to have many program output measures, but with little or no measurable effect.

Indicators should always measure results that can be related to the purpose and goals of the program. In the case of ARO, we need to look more closely at the impact on institutions. The NGO development, it should be remembered, is not for the sake of building NGOs, however desirable that might be for other reasons, the ARO NGOs are the tools and instruments by which state institutions can directly affect both the abandonment process and the social adaptation of their wards. It is only by reforming state institutions in the direction of giving them the capacity to work with families at risk of abandoning their children that ARO purposes can be realized. We must look to indicators that tell us the extent to which state institutions are moving in the direction of learning how to avoid abandonment and improve social adjustment.

Measuring institutional changes and capacity is a great deal more difficult than counting training programs, grants given and other output measures, but it is the only way ARO will ever be able to measure its impact. This tells us that ARO should not only develop new indicators focused on measuring changes in state institutions but should, at the same time, make an attempt to systematically monitor and record these changes.

New institutional impact indicators should be considered by the ARO management and the US grantees. NGOs should also be involved in the debate and some of them should have cooperative agreements with state government and institutions enabling them to monitor and report on the institutional changes. We suggest that if an all-ARO grantee conference is held next year, as we have recommended, the subject of developing a strategy of measuring child welfare institutional change, by means of a commonly agreed upon set of indicators should have a significant place on the agenda.

Below the team suggests a few indicators of institutional changes, drawn primarily from Chapter D above on ARO program impact on state institutions. These indicators are only suggestions and should be developed further in order to be useful:

- Positions are created in state governments that deal with preventing child abandonment.
- ARO models and techniques are either adopted in state agencies, or are promoted by state agencies for adoption by state institutions.
- Government senior managers authorize and approve initiatives which will change the rules and procedures in state institution in ways that will promote the mental, physical and social development of the institutionalized children.
- NGOs assisting other NGOs to adopt/adapt models of child welfare (as support organizations or not).
- Communities are involved in adoption, fostering and reforms in state institutions;
- Media are reporting regularly and accurately on the work of state institutional reforms, adoption and fostering programs.

- Staff reports indicate that they now understand that all children can grow and learn, regardless of disability.

THE CHILDREN SPEAK - SOME FINAL THOUGHTS ON SOCIAL WELFARE REFORM

Social welfare reform needs to address the needs of its beneficiaries, the children. A total of 46 children (28 girls and 18 boys) ranging in age from eleven to sixteen years were interviewed. The settings consisted of two orphanages and one correctional school located in Tomsk, Primorski Krai, and Kochenikov.

Three methods were used to obtain information from each group:

- Children were asked to draw a happy and sad moment in their life in the institution. This exercise indicated the present emotional needs of each child.
- Children performed a drama about a child whose parents did not want him or her. The group was then asked “What else could be done rather than sending this child to an orphanage?” This exercise obtained the children’s own ideas about alternatives to institutionalization.
- The children discussed what life would be like once they left their institution. They were asked to speak about what they would do, how they would live, and what would happen to them if they could not find work. This exercise evaluated their present knowledge and abilities for successful social adaptation.

Based upon this sample the team draws the following conclusions:

The happiest moments of these children as shown in their drawings were when they were on camping trips, playing sports, going somewhere new or having fun at discos or an amusement park. Opportunities for social interaction outside the orphanage, especially with the community as well as sufficient time for recreation are important. These activities allow the child to feel part of the larger society and to affirm that they are just like all the other children.

The saddest moments as shown in their drawings were when they were ill, thinking about the death of one or both parents, or thinking about how they were taken away from their family and brought to the orphanage. These children require counseling or at least sufficient time to talk about their sadness and sense of loss. Children require an environment that affirms their worth rather than an environment that stigmatizes them for being an orphan.

Regarding alternatives to institutionalization, the children were adamant that institutionalization was the last resort. In their dramas they emphasized the need to either counsel the parents to discover the cause of their rejection of the child, or to provide support for the grandparents to take them. This included helping the grandparents to adapt their work schedule : “Tell the grandparents that one can work in the fields while one looks after the child and then they can exchange places.” Family therapy and support services to extended family members are essential skills for counselors to have in order to help these children.

In the discussion of social adaptation, almost all the children lacked practical life skills. Their institution had given them few opportunities to learn or practice the important life skills they would need to survive in the larger community. The only experience children had of cooking, for example, was on camping trips. There were also minimal support systems in the community to assist the children once they left their institution. Few children knew who they would live with once they left their institution and few children had friends in the community. Their best friends were those in the institution. Many children had hopes that a vocational school would give them both the community and education they needed. Also, the children felt that if all else failed they could always return to the orphanage. This raises the question “Does the institutional environment encourage dependency or interdependence?” Greater emphasis needs to be placed upon preparing children to enter the community by giving them the necessary life skills, vocational training, and the social supports they need to succeed. Otherwise these children will be at risk for criminal activity, prostitution and drug abuse and become a burden upon society.

CONCLUSION

The ARO program has spent considerable time and thought conceptualizing and defining its objectives. Much has been learned over this inception phase of two years. If the next phase is approved, there is significant potential that further measurable benefits of the program on Russian society and children will occur.

APPENDIX 1

CASE STUDY OF SOCIAL ADAPTATION PROGRAM IN TOMSK

NGO “DOM PRIRODY” (HOUSE OF NATURE) – TOMSK

A few years ago the majority of the House of Nature participants started their work with family tourism. Stemming from their enthusiasm, they decided to create an NGO. They have started with children’s tent camping for the purpose of raising their awareness of environmental protection issues as well as their knowledge of biology. Two and half years ago, when hiking outside the city limits, they wandered in the territory of the state Children’s Home “Orlinoe Gnezdo” (Eagle’s Nest). Since then staff of the two organizations agreed that the children should hike and camp together. As mentioned by Lubov Vladimirovna Ryazanova, Deputy Director of the Children’s Home, they have been hiking with the children from the Eagle’s Nest Children’s Home for several years. (The Eagle’s Nest is situated in a picturesque place along the river bank).

However, some time ago the Children’s Home mentors assumed the responsibility for packing children’s belongings and organizing their living during camping activities. So, initially, there was resistance on the part of the Children’s Home personnel. But Victor Popov, Head of the Project, said that packing and organizing would make the institutionalized children more aware what they are doing, and it would help them psychologically to get ready for hiking and camping activities. He has been demonstrating that those children who actively commune with nature and independently acquire self-service skills during walking tours can gain good life experience.

Inside the Children’s Home everything is done to abide by the rules of the state institution and observe discipline. Nothing is done to try to develop the life skills needed by youngsters when they re-enter society. Children are unaware of their capabilities. They are unable to stick up for themselves and cannot take any responsibility for themselves. They also cannot establish and maintain social, friendly, relations with other people.

The Director and his Deputy, as well as the Children’s Home mentors were invited to attend a series of project workshops. In a year’s time after the first meeting and the preparatory work conducted with the participants of the NGO “House of Nature,” children of senior grades were allowed to take part in the walking tours. If, after being reminded, a child forgot to put an aluminum mug or socks into his rucksack, he had to get along without these things during the tour. “We were nervous, of course, — says Lubov Ryazanova, — but this time we had to admit that we were not supposed to take all the decisions for them but rather to let them gather their own life experience.” Now as many as 25 children participate in walking tours (the total number of children aged 3-18 years is 90). Undoubtedly, they do not conform to the routine introduced in the institution because they frequently come back all dirty and wet. But their eyes are lighted up with pleasure. In the course of such walking tours, they can acquire still another skill, i.e., how to communicate with children from families and their parents. For them both types of experience are not simple. However, without them, when they grow up and leave the Children’s Home, they would feel as if they were handicapped throughout their lifetime.

When the children from the Children's Home were requested by the ARO evaluators to draw their worst day on one side of the paper and their happiest day on the other side, it took much more time for them to draw the latter. Ten out of 12 children made a drawing of their happiest day which related to their walking tour when they set up tents, cooked their food, washed their clothes and communicated with other children and adults. Some girls said they were going to become cooks when they finish the school because they now know how to do it and they like to cook.

Children's Home mentors have noted other positive impacts of such tours on the children. The conditions of a boy with bronchial asthma and another child with heart disease have considerably improved.

Addressing the participants of the Regional Workshop — standing by the flip chart with a broken circle drawn on it, the Children's Home Director said: "Now I understand that we used to raise children incorrectly, and we have to reconsider the system of their upbringing in its entirety." The circle symbolized the aloofness of the system which keeps the orphans of the Children's Home isolated. The "blockade" that Children's Home is starting to breach thus gives its children hope and opportunity that the adults inside the system and those from "The House of Nature" can jointly change the lives of the Children's Home inhabitants for the better, and can help them become better socialized into society.

APPENDIX 2

CASE STUDY OF NOVGOROD EARLY INTERVENTION CENTER

EARLY INTERVENTION CENTER – NOVGOROD (Branch of the Saint-Petersburg EIC for children aged 0-3 years)

The local government of both the City and the Oblast of Novgorod provides assistance to the ARO supported Novgorod Early Intervention Center (EIC) by making premises and additional staff positions available for it and by removing interdepartmental barriers. Currently, there is a 3-level system of an early intervention in place at the city, rayon and village levels. The Saint-Petersburg EIC is responsible for training and supervision of the specialist performance (2 specialists visit monthly). Three district early intervention services in Borovichi, Staraya Russa and Parfino (whose local specialists were also trained in early intervention (EI)) supervise the work in the villages and facilitate cooperation with the local government and health officials. Additional positions have been introduced by the regional Department of Education to finance the EI specialist positions in the rayons. This will make it possible to provide for the early intervention service delivery by paying proper attention to crisis situations.

An adequate interaction between health care workers of the polyclinics, hospital and maternity homes in Novgorod and its Oblast, on the one hand, and those of the EIC, on the other, has been achieved — thus demonstrating all that children with special needs have good prospects for development. The evidenced for this is in examples suggested by their own experience.

Because of the EI program in Novgorod, doctors will not be recommending the mother to give up her child with abnormalities and will not jump at the opportunity to formalize abandonment on the mother's initiative. In such instances, they would call a specialist from the Service or a genetic counselor from the Oblast Hospital so that they could start working with the family.

As soon as an infant is 3 months old, his/her parents receive questionnaires when they visit Children's Polyclinics. The answers to the questions given serves as the basis for diagnosing child developmental problems. The questionnaires are forwarded to the EIC, and when developmental problems are identified — the parents and child are invited to a counseling session during which 2 specialists will analyze the causes of possible abnormalities, undertake hearing and visual acuity screening and work with parents on their motivation to work with the child's problems.

During the second session, an individual program of child development is compiled based on the requests of the parents and the specialists. Each family is seen by the Service Specialist once a week.

The "Parents' Club" has been established under the umbrella of the EIC, thus providing an opportunity for parents of children managed by the Center to meet the parents of other disabled children. This is the right place for them to meet, where they can both communicate with each other and receive information and advice they need.

The EIC specialists provide support and counseling, and teach mothers who have given birth to a compromised child while they are still staying in the maternity home. The premises of the kindergarten wherein the EIC is located also houses an interactive group of children with complicated diagnosis under the nursing care of the Service specialists — thus preventing these children from being referred to a specialized kindergarten.

By expanding its activities, the EIC has started to provide its services for infants aged 0-1.5 years in the Baby Home of the city of Novgorod. There one may find foundlings, babies whose parents had been deprived of their parental rights, and babies born in prisons. These infants should be given an opportunity for development so that later on they will be prepared to be placed in families.

Using special coded-score scales, the EIC specialists can determine individual programs of child development. They also train the Baby Home attendants how to become an object of attachment for an infant. The environment has been changed, by splitting it into sleeping and playing areas, so that it would as much as possible resemble the future family environment. There are 12 babies under 1 and 13 young children under 3 in the Baby Home. One child has been adopted already.

The EIC specialists are striving to work out a model of nursing babies aged from 20 days to 3 years. This model could be introduced into other Infant Homes of the Novgorod Oblast (for instance in the town of Borovichi where the inmates of the local Baby Home number at least 200 infants).

APPENDIX 3

Visit of the Independent Evaluation Experts from USAID to Moscow

2 - 3 October 2001; 8 - 9 October 2001

Program Visits

Tuesday, October 2, 2001

Time	Organization	Meeting Participants
10.00-2.00	ARO Office, Meeting with the Director of CAF.	Evaluation Team, Olga Alexeeva, Director of CAF, Nancy Luther, ARO, Olga Akopyan, ARO.
12.00-1.00 p.m.	Lunch	Evaluation Team, Melody Goddard, Independent Consultant, ARO, Olga Alexeeva, CAF, Nancy Luther, ARO, Olga Akopyan, ARO.
2.30-3.30 p.m.	NGO Sodruzhestvo "Uteshenie" (Consolation), Project "Russian Lekoteka."	Evaluation Team, Melody Goddard, Independent Consultant, ARO, Valery Yarigin, Project Director (AROV – R027), Kazmin Vladimir, Pediatrician of the Project Team.
3.45-5.00 p.m.	Baby home 1 5 Meeting with the Director and Members of the Project Staff.	Evaluation Team, Melody Goddard, Independent Consultant, ARO, Valery Yarigin, Project Director (AROV – R027), Kazmin Vladimir, Pediatrician of the Project Team.

Wednesday, October 3, 2001

Time	Organization	Meeting Participants
10.00-12.30	Regional non-profit organization "Orthodox center" Life-giving spring Tzaritzino." Project ARO V – R015 "House of Charity" Visit to the orphanage for children with special needs and with multiple physical disabilities.	Evaluation Team, Nancy Luther, ARO, Mogilevskij L.S., Project Director.
1.00-3.00 p.m.	Regional non-profit organization for disabled persons and parents of children with special needs "KOVCHEG (Ark)" Meeting with Project Director and Director of the School "KOVCHEG (Ark)."	Evaluation Team, Polina Morgun, ARO, Lubimova Galina Yurijevna, Project Director, Lenartovich Alexandra, Director of the School "KOVCHEG (Ark)."
3.00-4.30 p.m.	ARO office, Meeting with the ARO Staff.	Evaluation Team,

		Nancy Luther, ARO, Olga Akopyan, ARO, Belonogova Elena, Monitoring Consultant, ARO.
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Monday, October 8, 2001

Time	Organization	Meeting Participants
10.00-2.00	ARO Office.	Evaluation Team, Nancy Luther, ARO.
12.30-2.30 p.m.	Interregional non-profit organization for assistance to children with psychological and linguistic developmental problems functions "Road to the world." Project AROII – R076 Development of integrative training and education programs in the educational center "Our home."	Evaluation Team, Tchekanova Olga Dmitrievna, Project Director.

Friday, October 9, 2001

Time	Organization	Meeting Participants
10.30-12.00	CAF office Meeting with manager of NGO support school.	Evaluation Team, Nancy Luther, ARO.
12.30-1.30 p.m.	Lunch	Evaluation Team.
2.00-3.00 p.m.	Non-profit partnership "Center of education and investigation of problems of children welfare – Christian solidarity." Project AROI – R020 "New model of activity of institutions of local self-governing in guardianship and trusteeship." Area of activities within the project - Dissemination of experience of abandonment prevention and assistance to orphans.	Evaluation Team, Ternovskaya Maria Feliksovna, Project Director.

Visit of the Independent Evaluation Experts from USAID to Tomsk

4 – 6 October 2001

Program of Visits

4.10.01, Thursday

Time	Event Name of Organization/Person Involved	Contact Information
7.00 local time rest until 13.00	Arrival in Tomsk, transport by car to the hotel. The group met at the airport by Tatyana Voronina, Deputy Director of the Resource Center.	Tatyana Voronina, Deputy Director of the Resource Center.
13.30-15.00	Meeting with Yevgenia Petrovna Shishkina, Deputy Director of the Social Protection Department for Tomsk Region, and Lyubov Petrovna Morozova, Chair of the Department for Questions Related to the Family. Independent Expert, N. Kokurkina.	Contact Persons: Lyubov Petrovna Morozova, Gali Vladimirovna Makarevich. Ul. Shevchenko, 24, 4th floor, reception.
15.15-17.00	Visit to Tomsk regional community organization “Nezabudka”, AROII-R132, meeting with organization staff. Independent Expert, N. Kokurkina.	Ul. Elizareva, 76, 2nd entrance.
17.15-18.15	Meeting with Yekaterina Gavrilovna Siryamkina, Chair of the Department of the Local Community Self-Management Section of the Tomsk Administration. Independent Expert, N. Kokurkina.	
18.30-20.00	Supper at the restaurant “Vechni Zov”	

5.10.01, Friday

Time	Event Name of Organization/Person Involved	Contact Information
10.00-11.30	Meeting with the Regional Education Department - Pavel Ivanovich Gorlovi, the Deputy Director of the Education Department, and Vera Nikitichina Merzlikina, Chair of the Department of Social and Rehabilitative Services. Independent Experts, N. Kokurkina. E. Gurvich (USAID).	Prospect Lenina 111, 3 rd floor.
11.45-13.30	Visit to the municipal establishment Social rehabilitative center for children and young people “Shelter Ogonyok” and the Tomsk regional community fund “One Step Nearer” (ARO-SII-R006T), grantees from small grants competition. Independent Experts, N. Kokurkina. E. Gurvich (USAID).	Tomsk, Ul. Artyoma, 9.

Time	Event Name of Organization/Person Involved	Contact Information
13.45-15.00	Lunch at the restaurant "Vechni zov."	Tomsk, Ul. Sovetskaya.
15.20-18.00	Visit to the voluntary organization, "House of Nature" and the Children's Home, "The Eagle's Nest" (receives services within the project). Independent experts, N. Kokurkina. E. Gurvich (USAID).	Ul. Krasnoarmeiskaya, 116.
18.15	Supper at the restaurant "Vechni zov."	Tomsk, Ul. Sovetskaya.

6.10.01, Saturday

Time	Event Name of Organization/Person Involved	Contact Information
8.30	Departure for Kozhevnikovo. Journey time- 1.5 hours. The car meets the group at the hotel "Sinilga."	
10.00-2.00	Arrival in Kozhevnikovo. Travel to the Village of Urtam. Learning about the work of the Urtam Residential School. Meeting with the School Director, Leader of the Project ARO – SII – R003 Ò). Discussion of the developments in the organization of a social hostel for orphans. Independent Experts, N. Kokurkina. E. Gurvich (USAID).	
12.00-13.00	Visit to the library. Meeting with representatives of the volunteer telephone helpline (ARO-SII-R005).	
13.00-14.00	Lunch in the café "Yermak."	
14.00-14.30	Meeting with the Head of the Kozhevnikovo Administration, Alexander Mikhailovich Yemelyanov and the Chair of the Social Protection Department, Nadezhda Lvovna Vaina. Independent Experts, N. Kokurkina. E. Gurvich (USAID).	
14.30-17.30	Meeting with grant recipients within the small grants competition, namely ARO SIII – R001 Ò, ARO – SII – R008 Ò, ARO – SII – R002 Ò.	
17.30-18.30	Supper in Kozhevnikovo.	
18.30	Departure for Novosibirsk/Tomsk. Journey time to Novosibirsk 4 hours.	
22.30	Arrival in Novosibirsk	
0.20	Departure for Vladivostok Participants: Jonathan Brakarsh, Bladimir Yakamets, E. Gurvich.	
7.10	Departure from the hotel for the airport Participants: Flemming Heegaard, Elena Drozdovskaya, N. Kokurkina.	
9.00	Flight to Moscow.	

Visit of the Independent Evaluation Experts from USAID to Novgorod

9 - 12 October 2001

Program of Visits

9.10.01

Time	Event Name of Organization/Person Involved
6.00	Arrival in Novgorod, transport by car to the hotel "Beresta." The group is met at the railway by the interpreter.
10.30-12.30	Visit to regional community organization "Gefest," AROII-R201, meeting with organization staff. The head of the NGO is Dukareva Olga.
	Lunch at the restaurant.
15.00-17.00	Meeting with Galina Matveeva, the Director of the Department of Social Protection and Health for Novgorod City. Independent Expert, E.Belonogova, ARO.
17.15-19.00	Visit to "Novgorod Women's Parliament," meeting with orphans and tutors.
19.00	Supper.

10.10.01

Time	Event Name of Organization/Person Involved
10.30-12.30	Meeting with the Regional Education Department- Alexeeva Tatiana, the Deputy Director of the Education Department, and Kotova Tatiana, Head Pediatrician of the Novgorod Region, Samarina Larissa, the Director of the Early Intervention Institute (Novgorod Department).
13.00-15.00	Visit to the Early Intervention Institute (Novgorod Department), meeting with staff and parents.
15.15-16.30	Lunch at the restaurant.
17.00-18.30	Visit to Novgorod baby house, meeting with the Director and Early Intervention Specialist.
19.00	Supper.

11.10.01.

Time	Event Name of Organization/Person Involved
7.00	Departure for Borovichi. Journey time - 2.5 hours. The car meets the group at the hotel "Beresta."
9.30-10.30	Arrival in Borovichi. Login at the hotel MSTA. Breakfast in cafe "Randevu."
10.30-11.00	Meeting with the Deputy Chief of Borovichi Administration Markusheva Valentina.
11. 30-13.45	Visit to the Shelter and NGO "VERA" (ARO VI – R111).
14.00-15.30	Lunch.
16.00-18.30	Visit to the Social hostel for orphans. Meeting with Morozova Zinaida, the Director of the Hostel (ARO VI – R 153).
19.00-20.00	Supper.

12.10.01

9.00-10.15	Visit to Psychological Center "Kontakt," the Department of Early Intervention Service, meeting with the Director of the Center Dmitrieva Ludmila, and with the Chief of the Service Matushak Tatiana.
10.30-1.45	Visit to the Center of family support, meeting with the chief of NGO "Primavera," Pisareva Elena. (ARO – S III – R002), small grant recipient.
12.00	Departure to Novgorod. Journey time – 2.5 hours.
14.30-15.00	Lodging in the Hotel "Beresta."
15.00-16.3	Lunch in the Hotel "Beresta." Meeting with Chief of the Department of Education of Parfino Region Bogdanova Galina.
16.30	Free time.
19.30-20.30	Supper in the Hotel "Beresta," with the Rumanian specialists.
20.30-21.13	Departure from the hotel for the railway to Moscow.

**Visits to the ARO - East Sites
(Johnathan Brakarsh, Vladimir Iakimets)**

October 7, Vladivostok

Meeting with the ARO-East Regional Director James Donally

October 8, Vladivostok, Meeting with ARO-East Office Staff:

Interviewed:

Tatyana Borovaya - Grant Officer

Alexey Isakov - Program Development Manager

Julia Kozlova - Training and Information Officer

Talk with James Donally

Meeting and Interview with:

Helen Wooley (UK) - Social Work Teaching in Magadan and Evenksk

Dmitry Ptukh, Social Work Training for ARO-East

October 9, Vladivostok

Extensive interview with Helen Wooley on her activities in Magadan and Evenksk regions

Focus Group for Staff members on Technical Assistance and Training Program issues:

Tatyana Borovaya - Grant Officer

Alexey Isakov - Program Development Manager

Julia Kozlova - Training and Information Officer

Helen Wooley (UK) - Social Work Teaching in Magadan and Evenksk

Dmitry Ptukh, Social Work Training for ARO-East

Visit to “Danko”

Osipova Irina, Chairwoman

Ofitserova Anna, Psychologist

Kugaevskaya Valentina, Administration of Primorski Krai

Osetskaya Irina – Social Educator

Visit to Foster family in Artem:

Krishtal Konstantin - parent and his mother

Golovan Sveta - adopted girl (6 years old)

Tatyana Vasilieva - of the local Trustee and Guardianship office

Visit to Foster Family in Vladivostok:

Anatoly and Irina - parents,

Irina - adopted child (4 years old)

October 10, Spasskoe Village, Center “Smile”

Kravtsova Olga - Director of “Smile”
Zakhartsova Olga - Director of Kindergarten “Romashka”
Korol Oksana - Local Department of Education
Burtseva Alla - Director of the Local Department of Education
Saksina Janna - Head of Municipal Administration
Nagaiskaya Alena - Staff Member “Smile”
Muratova Marina - Staff Member “Smile”

Parents:

Mogilevskaya Anastasia
Velmozhina Galina
Rozhnova Anna
Chernigovka Village

Interviews with participants of the workshop from different sites

Mironenko Marina - “Otrada” of Magadan
Borisova Svetlana - Women Information Center, Magadan
Veremeenko Oksana - Center for Social Assistance to Family and Children, Magadan

Beznoshenko Nadezhda - Center for Family Consulting, Chernigovka
Kvashko Ludmila - Deputy Head of the Local Administration, Chernigovka

Lapina Tatyana, Children Fund of Vladivostok
Klokova Marina, Children Fund of Vladivostok

Ussuriisk Orphanage

Khodyreva Elena – Project Director
Lebedeva Svetlana - Social Educator
Golenya Nina - Educator

October 11, Vladivostok

Visit to Voice of Help:

Veltmander Ludmila - Director,
Salisheva Alla - Teacher of the Children Club
Ovsharova Ludmila - Member of the Municipal Center for Continuing Education for Teachers
Paikova Alexandra - the Krai Education Department
Irzhevskaya Marina - Correctional Teacher

Parents and children:

Petrukhina Elvira

Minushina Natalia

Savenko Anna

NGO “Altus”

Osmolovsky Sergei - President of Board

- Director

Two parents and children

Focus group with representatives of Krai Administration

Syroed Nadezhda, University

Zaitseva Irina, Health Department

Paikova Alexandra, Education Department

Khrapchenko Olga, Social Protection Department

October 12, Vladivostok

Interview of Irina Voronchuk, Representative of ARO in Magadan

Visit to Specialized Resource Center in University

Syroed Nadezhda – Director

ARO Appendix 3 Evaluation Meeting Schedule – R100.doc

APPENDIX 4

EVALUATION CRITERIA FOR THE GRANT REVIEW COMMITTEE

- ▶ Project goals and activities should meet the ARO Program's strategic objectives. Project should demonstrate an achievement of practical results.
- ▶ The targeted population under the proposed activities should fall under targeted categories of population of the ARO Program.
- ▶ Applications should precisely describe existing problems in a region that activities and efforts under the project address.
- ▶ Applications should include a comprehensive outline of the activities to be undertaken and detailed justification of these activities, as well a detailed plan describing how these activities will be completed.
- ▶ Applications should demonstrate overall feasibility of the project and its planned activities, i.e., support in the region(s) from organization(s) and professionals engaged in implementation of the project.
- ▶ Applicants should provide sufficient evidence to justify the use of human resources, technical and financial resources as planned in the project for the purpose of resolving raised problems and issues. Resources should be justified as adequate and balanced in terms of proposed activities.
- ▶ Proposed project should continue the previous experience of the applicant organization.
- ▶ Theoretical and practical qualifications of project staff should be sufficient to ensure that the project is implemented at the highest possible level.
- ▶ Applications should provide plans for possible sustainability of the project activities after the end of the Program's funding. Applicants should demonstrate how implementation of the project will provide for sustainability of the organization.
- ▶ Applicants should include a plan for self-evaluation over the course of the project implementation.
- ▶ Applicants should justify the reasons for attracting partners in the project and indicate how the project will benefit from such partnership(s) in terms of fulfilling project objectives.
- ▶ Applicants should provide evidence of strong partnership collaboration history (if applicable).
- ▶ Applicants should propose budgets based on the realistic rates on the existing market.
- ▶ Submitted project budgets should clearly narrate and justify all of the planned expenses.

APPENDIX 5

NON-GOVERNMENTAL ORGANISATIONS WITHIN PRIMORSKY KRAI AND MAGADAN OBLAST

The following are the current non-governmental projects that are supported by Mercy Corps and funded by USAID under the Assistance to Russian Orphans Program.

FOSTERING SCHEME IN VLADIVOSTOK

This project has organized the assessment, support and monitoring of foster carers for children who would otherwise be placed in baby homes or orphanages. Fostering, as we know it in the west is not in operation here in the Far East of Russia and therefore the only alternative care for children outside of their birth families is to be placed in long-term institutions.

The project has now successfully assessed and trained 9 fostering families within Primorsky Krai and they have placed 10 children into these families. The children's ages range from a baby of three weeks to a 14 year old. The project offers on going psychological and financial support to these foster families, with regular visits to monitor the welfare of the child and ensure the family continues to meet the child's individual needs.

The project has conducted seminars to local administration and government employees to raise their awareness of the need for children to be placed in family style environments, which meets the needs of a developing child far better than institutions. Training has also been conducted with members of committees who make the decisions for children who are left without the care of their birth parents.

SCHEMES FOR DISABLED CHILDREN

Within Primorsky Krai there are three projects that are working with disabled children and their families. Two of these are based in Vladivostok and the third is in Spasskoye village.

PROJECT FOR THE INTEGRATION OF CHILDREN WITH SENSORY IMPAIRMENTS INTO MAINSTREAM SCHOOLS, VLADIVOSTOK

This project works primarily with children aged 3 to 16 years old who have sight impairments, hearing impairments or mild cerebral palsy and aims to support their attendance at mainstream kindergartens or school. This additional support and information for parents is aimed at preventing the need for these children to be placed into boarding schools and therefore segregating them from their family and society.

To date this project has provided information to at least 73 families and is undertaking in-depth assessments and working with 19 children at any one time. The work includes speech therapy, psychological support, computer training, music therapy, drama, English tuition and individual work by

teachers for the deaf, hearing impaired, blind or sight impaired. Many of the children also have mild learning difficulties due to the lack of intervention at an earlier stage in their life.

The project also organizes seminars for teachers in order to increase their awareness and skills in having children with disabilities in their class and schools.

DAY CENTER FOR CHILDREN WITH CEREBRAL PALSY, VLADIVOSTOK

This day center was the idea of parents who themselves have young children with cerebral palsy. The center is aimed at children aged 2 to 7 years old. Currently within the city there is no day care provision for children with severe disabilities. This and the lack of any support or freely available medication or therapy is the reason that parents are forced to place their child into a long-term institution.

The center is open mornings only at present and they have 5 children in attendance. In addition to attending the center the children have daily physiotherapy and their parents are supported by the center's social worker. This for many of these children is the only place that they can socialize and play with other children and where they will receive individual assistance and tuition in order to develop their speech, their fine and gross motor skills and other necessary skills for life.

As the children are looked after in a safe environment this also provides a period of respite for their parents, (normally the mother), who can either recharge their batteries from the continual care of very dependent children or who can seek some employment in order to pay for the treatment their child's needs.

DAY CENTER FOR CHILDREN WITH MILD LEARNING OR PHYSICAL DISABILITIES, SPASSKOYE VILLAGE

This day center has 9 children currently in attendance, ages from 4 to 6 years old. All of them have delays in their development due to, mild learning difficulties, physical disabilities or inadequate parenting. The aim of the project is to stimulate the children's overall development and enable them to attend mainstream school and prevent their abandonment by their parents or their removal from their parents care by the authorities and placement into institutions.

The center uses Montessori methods in the education of the children, speech therapy, physical exercise and massage in individual plans of work with the children. In addition the center's psychologist assesses the child's and the whole family's needs and provides ongoing support to the parents in the care of their child and in helping to resolve other problems that they have.

The center encourages the parents' involvement in the center both to see their children's achievements but also to attend seminars aimed at improving their knowledge and skills in caring and parenting their children.

During the time this center has been open there has been a reduction in the number of children, in the age range 3 to 7 years, placed into institutions.

INTEGRATION OF ORPHANAGE GRADUATES INTO SOCIETY, USSURISK

This project is working with Orphanage No 2 in Ussurisk and 33 young people between the ages of 13 to 18 years old. For many of these young people they have lived in institutions all their life and do not have any contact with any members of their birth family or have any understanding of who they are. Many when they leave an institution after completing their schooling, do not have any basic knowledge of how to survive, live or adapt to living in a society where no one cares for you or provides for your basic needs. This results in their being unemployed, involved in crime, having many unsatisfactory temporary relationships and they have babies who are subsequently placed into institutions.

The project is providing additional tuition and information to these young people in order that they have some of the necessary life skills to equip them better for life outside the orphanage. Each young person has an individual worker who has assessed their needs and gathered information about them in order to plan further work with them. For some of the young people the work to date has resulted in them being in contact with birth family members, giving them a sense of identity and belonging, despite the need for them to continue living in the orphanage. Ten young people have decided not to leave their school at the earliest opportunity but to continue and achieve a higher education.

Tuition is provided on sewing, technical engineering, domestic skills, law and individual rights, psychology and personal education and social adaptation. Several of the young people are keen to learn English, as this will help them in their future careers.

PREVENTION SERVICES

There are two projects that are working with families in order that they do not abandon their children or the authorities remove their parental rights. One is in Vladivostok and the other in Chernigovka village.

The Family Consultation Centre in Chernigovka offers to work with families where there are a variety of difficulties including, lack of income, poor housing, drug and alcohol dependency, children not attending school, missing parents, death of parents, children with learning difficulties and relationship difficulties and where these problems will make the likelihood of the children being placed into an institution higher.

Apart from the center there are five part-time social workers working in outlying villages offering this assistance to children and families. Traveling in this area is very difficult due to a lack of public transport and the vast distances involved.

In Vladivostok a project has set up a Crisis/Refuge facility for up to 3 women and their children. This is used for women who are fleeing domestic violence or for mothers who are in need of urgent accommodation where if it was not provided their children would be placed into institutions. Within this

facility the women are able to provide a homely setting for their children and receive psychological support and receive assistance with housing, welfare benefits, legal information and obtaining daycare or education for their children.

In addition the project has a **Consultation Service**, which provides psychological and social work support to children and their families on a consultation basis. Other professionals who are concerned for the welfare of a child refer them to this project. Individual assessments are carried out and a plan of work is agreed with the child, (if old enough) and its parents as to what work will be undertaken. As many babies are abandoned at birth in maternity hospitals, this project is also working with expectant mothers or mothers of newborns who are wishing to abandon their babies. Providing support both psychological, practical and information can assist the mother to bond with her child and prevent abandonment.

MAGADAN OBLAST

Within Magadan there are two projects in operation, but this is expected to expand in the coming months.

FOSTERING PROJECT, MAGADAN CITY

This project is being developed by a boarding school within Magadan City. The scheme aims to find foster families for children who are currently cared for either in institutions or in crisis families where they may be experiencing harm within Magadan.

The project has had an initial response from 13 families to their advertising and is beginning to assess and train them in the complex role of being foster carers. The staff of the project will provide support, monitoring and psychological assistance to the foster carers and monitor the welfare of the children.

The project are being supported by their local administration so that they can take children from any of the residential units or from crisis situations, whoever has the largest need for this service and matches the skills and qualities of carers whom they will have recruited.

PREVENTION PROJECT, COKOL

This project is organized and staffed by social workers, social pedagogues and a psychologist, within an area of Magadan Oblast, which suffers from a high unemployment rate and many of the families live a very impoverished and depressed lifestyle. Many of the local people have links to the gulag camps in this region.

The children and their families have multiple problems and difficulties including, alcoholism, domestic violence, unemployment, low educational achievement, depression, premature death of a parent, step-parent families, teenage pregnancy or large families.

They are offered individual assessments, support with finding employment, psychological support, medical support, assistance with inter-familial relationships and family conflicts. Both individual work and group work is offered by this project.

The Cokol project is interested in linking with a project that provides community support and then helping other smaller towns to develop their own resource centers with these types of assessment and planned support as one of the corps services.

All the projects require technical computer assistance to help them create statistics and market their services and to fully utilize the computer which all projects have as well as use of the Internet resource. In order to be sustainable they need to project themselves well. This is in addition to working with children and families, running groups, operating decorating centers, working with teenagers and sharing skills in many other areas!

ARO Appendix 5 ARO East Grantees – R100

Appendix 6

Grant Recipients' Database According To Competition Priorities

ABANDONMENT PREVENTION

No. of project	Name of organization	Name of project	Aim of project	Town
AROI - R030	Regional voluntary charitable organization, "Society for assistance to autistic children "Dobro"	Dissemination of experience in the prevention of abandonment and disablement of children, who suffer from autism.	Expansion of the opportunities to provide specialized assistance to children with autism, to improve the quality of this assistance by training specialists who work with this category of children. Publication of an academic handbook and recording videomaterials, which illustrate various aspects of corrective and diagnostic work with autistic children.	Moscow
AROI - E043	Downside Up	"To draw public attention to questions around disability. Educational and training program in maternity hospitals for staff and parents. To reduce the number of children abandoned because of their disabilities they are born with.	To conduct educational seminars for the personnel of maternity hospitals and parents of children who are born with a disability regarding correct care and provision of assistance to children with special needs.	Moscow
AROI - R047	Regional voluntary organization for assistance to children, teenagers and adults with disabilities, "Rodnik"	Abandonment prevention of disabled children with severe learning disabilities.	The basis of this project is a model developed by "Rodnik" for providing assistance to children with severe learning disabilities: nursery, school, center for teenagers, which mean that a child is not separated from his/her family, and his upbringing and education can be realized at all stages of development. This model serves as a means to prevent abandonment amongst this client group. The project aims to share this model to specialists and a group of activists, parents of disabled children in Chernyakhovsk, Kaliningrad region, with the aim of creating a similar service there.	Moscow
AROI - R061	St. Petersburg community fund for the development of psychological assistance at times of crisis when children are subject to violence or other crisis situations "New Steps"	Crisis service for children, teenagers and their parents as an effective model of abandonment prevention for various at-risk groups	The model of a Crisis Service is based on a complex approach: to provide simultaneously pedagogical, social and legal assistance from a multi-disciplinary team of specialists in working with children, who have endured acute psychological, social and other problems, as well as dysfunctional families and families in crisis.	St. Petersburg
AROI - R062	St. Petersburg voluntary fund, "Parents Bridge"	Dissemination of experience in abandonment prevention and assistance to orphans. The search, selection and preparation of families who are prepared to foster a child. Prevention of the abandonment of birth and foster children, support to families with foster children.	To conduct a series of educational seminars in Novosibirsk and Novgorod with the aim of enhancing the qualifications of specialists working in NGOs and government structures, who work with substitute families, and more specifically: education of personnel on working with families in crisis, work on the search, selection and preparation of potential substitute carers, guardians, adoptive parents, as well as how to provide ongoing support to such families. The preparation of trainers, who can in the long-term pass on these methods. To improve the qualifications of specialists who work to protect children's rights in the government and non-governmental structures.	St. Petersburg

AR0II - R001	Regional voluntary charitable human rights organization, "Committee for Citizens rights"	Young runaways	The project aims to create a social work Service, which will provide assistance for children to return to residential establishments, guardians and foster carers when they have run away, as well as to protect children from violence and the infringement of their rights in children's homes and with their guardians.	Moscow
AR0II - R005	Perm Voluntary Organization for disabled people "Down Syndrome"	There is no such thing as a lost child	The project focuses on providing assistance to families, who are bringing up children with severe learning disabilities, and families who potentially could have such a child. The project presupposes the distribution of literature regarding the problems faced by people with Downs syndrome and other types of intellectual impairment, and making known the program of early pedagogical assistance (MacCearry, Australia), work in maternity hospitals with medical personnel there.	Perm
AR0II - R026	Regional voluntary organization for disabled people and their parents "Kovcheg"	Socio-rehabilitative educational center "Kovcheg"	The creation, development and working out of a model of the socio-rehabilitative center, "Kovcheg" in partnership with a school for children with developmental issues. The center will provide the following services: social and pedagogical support, consultations and medical assistance to children with special needs, early adaptation to employment and places in art and crafts workshops for children with special needs (Pre-school age and teenagers)	Moscow
AR0II - R038	Non-governmental educational organization - Saint-Petersburg Early Intervention Institute	Creation of a system of assistance for children aged 0-3 with special needs in order to prevent their abandonment.	It is planned to create in Novgorod a regional system of early intervention services. The first stage is the opening of a branch of the St. Petersburg early intervention institute. Its employees will be specialists who live permanently in Novgorod and have undergone a thorough course of preparation at the institute. Later the employees of the branch can independently train specialists from other towns in Novgorod region, where early intervention services should also be created, and children who live a long way from Novgorod, will receive the necessary assistance. During the practical activities within this project, concrete programs of assistance for children with severe learning disabilities and multiple developmental problems will be developed, perfected and written down.	St. Petersburg
AR0II - R045	Rehabilitative school, "Nordis"	The family can do everything	The project aims to develop a system of rehabilitative assistance to the family with the aim of integrating deaf children into society and preventing their admission to specialized institutions. "The family can do everything" is a family-based program of pre-school care and education for children with hearing impairments, giving the possibility to a non-hearing child to live with his/her family, and to receive an education on equal terms with his hearing counterparts in mainstream schools and higher education establishments. At the same time this is a school for parents. Its essence is to teach parents to be capable of adapting their child to live in the hearing world, to develop the remnants of their hearing, and to develop verbal speech as a means of communication.	Nizhni Novgorod

AR011 - R047	Inter-regional voluntary organization, "Community center"Legal Reform"	Mediative technologies in abandonment prevention	The project presupposes the achievement of the following aims: 1. To work on and realize in practice a new approach to abandonment prevention, based on mediation methods in three regions of Russia (in Novgorod and Arzamas such work will be organized, in Moscow it will continue). 2. To facilitate the sharing of experience gained in using mediative measures in the areas of abandonment prevention and infringement of rights (the education of the specialists in the partner organizations in the technology involved in mediation) 3. To facilitate the reorganization of government bodies, who are working out methods of working together with non-governmental groups and associations in order to provide assistance to children left without appropriate parental supervision, and maladjusted children; 4. To develop and strengthen the links between organizations and associations, who are working in this area.	Moscow
AR011 - R076	Inter-regional voluntary organization giving assistance to children with psycholinguistic problems' "Path into the world"	The development of programs of integrative education and upbringing in the educational complex, "Our home"	The main aims of the project are to a) develop an integrative educational and care complex consisting of a nursery and the school "Our home" by creating a preparatory class, including children with developmental issues alongside normal children, and in such a way, laying the foundations for equal education opportunities for all; b) to establish an integrative educational network which aims to create the possibility for the education of children with a range of problems, in an environment which is as close to normal as possible and yet takes into account their particular needs, on the basis of principles and methods of integrative education; c) dissemination of information about the possibilities for integrative education amongst professionals, parents, and society; d) Dissemination of the experience of integration, gained by partner organizations.	Moscow
AR011 - R086	Regional charitable voluntary organization of disabled people, "Initiator of good deeds"	Abandonment prevention program, "For the future"	The project will create a model of a club- a rehabilitation and support center which will help to prevent family breakdown. The model contains several types of activity: day care of children, counselling, individual and group rehabilitative work, educational and pedagogical support, leisure activities.	Moscow
AR011 - R097	Autonomous noncommercial organization, "Leongard center for the education and socio-cultural rehabilitation of deaf and hard of hearing children"	To normalize the lives of deaf children as a way to bring about their complete personal development	The realization of this project presupposes prevention of abandonment and a reduction in the number of children at risk amongst deaf pre-schoolchildren. The project focuses on the creation of effective methods, which will ensure stable pedagogical and social effects in working with parents of disabled children and pedagogues. The aims of the project: a) to bring about conditions which will ensure the integration of deaf children of different ages into a hearing environment; b) to create conditions for the normalization of family life, in cases where a family has a child with special needs, as one of the most important ways to prevent abandonment amongst children at risk.	Moscow
AR011 - R104	St. Petersburg establishment for Christian enlightenment, charitable community fund, "Service", social shelter, "Rainbow of Hope"	Social shelter, "Rainbow of Hope"	The project aims to work with families in crisis and with maladjusted children and their families, who are at risk of family breakdown or abandonment. A system of preventive activities will be carried out, which will help families to occupy the necessary roles for bringing up children, for example domestic, caring and emotional, which will reduce the risk of abandonment. As a result families will be able to guarantee protection and care to their children, which are essential for their well-being.	St. Petersburg

AR0II - R110	Krasnodar regional charitable community organization of children with cleft palates, "Modus Veli"	Our Future (center for abandonment prevention of disabled children with cleft palates)	The aim of this project is to prevent the abandonment of children born with cleft palates. The following tasks will be carried out- timely diagnosis and prognosis of palatal and facial abnormalities; preparation of parents for the birth of such a child; provide the family with full information regarding the timescales, methods and prognosis for treatment of their child; care to families during the most difficult period immediately following the birth of a child with a cleft palate(from 0-4 years), including medical, legal, social, pedagogical assistance. -	Krasnodar
AR0II - R113	Tyumen city voluntary organization, "Special Child"	The house in which our hearts our glad	The aim of the project: abandonment prevention in families who have children with mental illnesses and severe forms of cerebral palsy, by providing psychological support, assistance to find employment, help to preserve positive relationships within families in crisis-large or single-parent families, families where parents are unable to work due to their child's disability, or are themselves disabled. Brief project description: the day care center, "The house in which our hearts our glad" opened its doors to 30 children with severe mental or physical disabilities for the academic year 2000/2001. These children are not able to study in schools because of their medical condition, and are barred from attending establishments for children due to lack of transport. While they are attending the center, their parents are able to receive professional consultations from a psychologist, pedagogues, they can continue the activities of the center at home.	Tyumen
AR0II - R132	Tomsk regional voluntary organization for parents and guardians of disabled children, "Nezabudka"	Service to help children with severe learning disabilities and their families	The development, trial and introduction of new approaches in the integration of young disabled people in society, by organizing socially useful, meaningful activities. The provision of practical psychological and pedagogical rehabilitation for people with special needs, who experience psychological unease because of society's attitude to them. The main aims of the project are to prevent the abandonment of people with physical and learning disabilities; and the creation of conditions for the full development of disabled children, and their socialization into society.	Tomsk
AR0II - R166	Novgorod regional community fund "Healthy Family"	Abandonment prevention on a pre and post-natal level and in the first three years of life	Abandonment prevention through the means of eliminating possible reasons for a mother to abandon her child in the first three years of life. Since the main reasons for abandonment are psychological, exacerbated by poor material conditions, the project provides, a) psychological and psychotherapeutic assistance to resolve psychological problems; b) assistance to enhance the social status of parents; c) education which aims to provide the special knowledge necessary for responsible parenting.	Novgorod
AR0II - R201	Regional voluntary organization, "Gefest"	Family support	The project aims to prevent abandonment through rehabilitative work with children aged 3-7 with special needs, who have learning disabilities, cerebral palsy, as well as work with their parents. The project has the following components: a) the creation of a system of working on the rehabilitation of children aged 3-7; b) education and psychological training for parents, who have special needs, aged 3-7; c) medical, psychological and pedagogical consultations by specialists. The project also presupposes the creation of adaptive day care groups for disabled children with severe developmental problems.	Novgorod

AR0II - R227	Voluntary organization of the women of Arzamas, Nizhny Novgorod region, "Peace to the family"	Abandonment prevention in Arzamas through the union of voluntary and state organizations	The project focuses on work with children and their parents who display signs of domestic violence with the aim of preventing abandonment through a range of activities, which assume the cooperation of governmental and voluntary structures. During this project new organizational forms of partnership will be developed and implemented, such as, for example, exchange of information, formulation of initiatives to resolve the problem of abandonment at the level primary assistance to the family and their support by the local authorities. As a result of project activity voluntary and government organizations should have come together to combine forces to expand services designed to prevent abandonment in the town.	Arzamas
ARO V - R022	Charitable downhill skiing center for disabled children "SNOWBALL"	Snowball-3. Rehabilitation for disabled children through downhill skiing	Dissemination of experience regarding the health and psychological rehabilitation of disabled children from lone-parent families and orphans from children's homes, who have developmental delays, through carrying out rehabilitative activities through downhill skiing.	Moscow
AROV-R027	Voluntary union of cooperation, "Utshenie" (consolation)	Russian Lekoteka	This project is the first stage of the Russian "Lekoteka."The main aim of the project is to reduce the risk of abandonment amongst disabled children aged 0-4by providing early intervention specialists and parents special equipment, corrective and developmental materials, technologies, which can develop a child's opportunities to the maximum in home conditions. As a result of the realization of the first stage of the project the early assistance service "Utshenie" will develop a city model of the Russian Lekotekawhich will have its trial amongst children with special needs, living in families in the Northern region of Moscow in the district, "Airport". A final version of the city model for the Russian Lekoteka will be presented for assessment by the Expert committee of the Russian Federation Education Ministry, where leading specialistsin the area of special psychology and correctional pedagogics will give their expert conclusions. The following stages of the project will be to introduced the model of the Russian Lekoteka to other regions of Russia.	Moscow
AROV-R066	Murmansk regional voluntary charitable organization "Humanitarian Institute of the North"	Constellation of kindness	The project aims to provide all-round assistance and support to families, who are bringing up a child with severe learning disabilities and to develop preventive work which lead to them remaining in their families. The project presupposes the creation of a club where the families of disabled children can communicate, creation of a group of psychological support for family members of a disabled child, individual psychological support for family members, special preparation for parents for the adaptation of a disabled child in home conditions, with the consequence of inclusion in the work of "Sosvezdie dobra", development and realization of individual programs for the rehabilitation of children and teenagers with special needs, work with the media on questions of healthy and fair attitudes in society towards disabled children.	Severomorsk
ARO VI - R026	Altai regional voluntary organization, "Mother and child"	Shelter dedicated to holy princess Olga	The project aims to provide complex assistance to women and children (aged 0-2) who are in crisis, with the aim of preventing abandonment. Project activity will be realized by the organizations "Mother and child", and the "shelter dedicated to Holy Princess Olga.	Barnaul

ARO VI - R051	Regional voluntary organization for disabled people and their parents "Kovcheg"	Social rehabilitative hostel, "Kovcheg"	The project "Social rehabilitative hostel "Kovcheg" is a logical part of project AROII-R026, "Socio-rehabilitative educational center, "Kovcheg." This project aims to create a social hostel, whose aims and activities will be the following: abandonment prevention through providing temporary accommodation to families and children in crisis; assistance to children, who are temporarily living away from home, until their return to their families; complex support to students at the school "Kovcheg", when they are experiencing crisis; organizing pedagogical-consultative and preventive events for children from the target groups and their families.	Moscow
ARO VI - R0670	City voluntary organization, "Cooperation of tutors"	Traektoria	To provide assistance to orphans, children in crisis by the creation of a new type of service- a social children's hostel, in which a child and his/her family can learn experience of getting out of crisis situations, can receive social, pedagogical and psychological assistance, skills for their social adaptation and support from mentors during the period of rehabilitation.	Tomsk
ARO VI - R114	Perm voluntary charitable organization, "Hospice"	You will be happy again	The project presupposes the creation of a new service to provide social and psychological services to children in crisis, including children with special needs, whose families are unable to function because one of the parents has a fatal illness or has died. Assistance to children at risk of abandonment comprises individual and group activities which are specially designed to help children who are living through grief. It is planned to provide consultations regarding benefits and rights for children, in such a situation.	Perm

FAMILY-BASED ALTERNATIVES TO INSTITUTIONALIZATION FOR ABANDONED CHILDREN

No. of project	Name of organization	Name of project	Aim of project	Town
AROI - R020	Non-commercial partnership "Center for education and research into the problem of child welfare- "Christian Solidarity"	New model of work for the local guardianship departments with children.	Dissemination to a number of regions of Russia a model of functioning of the Guardianship Department. This model proposes a new way of working to protect children's rights, aiming to keep families together and find family placements for children.	Moscow
AROI - R029	Non-governmental educational organization "Fund for the realization of humanitarian initiatives"	Lets return children the domestic hearth	Development in Rostov on Don of new types of assistance in the family placement of children, left without parental care and living in shelters or children's homes. The creation of a crisis counselling and rehabilitative service providing assistance to substitute families, "Ochag". Development in the town of new forms of family placement for orphans (foster care, family-type groups). To increase the effectiveness and accessibility of social, pedagogical and psychological assistance to substitute families. Assistance in the creation and development of the voluntary organization, which unites substitute families in the town.	Rostov-on-Don.
AROV-R015	Regional voluntary organization, "Orthodox center" Life Spring in Tsaritsyno	House of charity	The project focuses on the following: 1. The creation of conditions for the normal development of a child with special needs and multiple physical disabilities. 2. The development of foster care. 3. Establishment of links between birth or substitute families in order that children from institutions can be cared for in families. The project presupposes a shift in the psychological position of society with respect to recognizing these children and their rights, including the right to live in their birth or substitute family.	Moscow
ARO VI - R111	Voluntary organization in Borovichi and district which provides all-round assistance to families and children in a socially difficult situation, "Vera"	Creation of a social and psychological service for the development of family-based methods of care for children without parental care	The aim of this project is to prevent abandonment through the development of family placements for children left without parental care. The project presupposes the provision of social and psychological assistance and services to potential substitute families (attraction, selection, training); development of services to support substitute families. As a result, orphans, and children left without parental care have the opportunity to have a family, substitute parents and children will receive professional assistance in developing family relationships, support to resolve difficult situations, theoretical and practical knowledge, skills and abilities, essential for bringing up a non-birth child.	Borovichi

SOCIAL ADAPTATION FOR ABANDONED CHILDREN LEAVING GOVERNMENT INSTITUTIONS

No. of project	Name of organization	Name of project	Aim of project	Town
AROI - R022	Charitable Fund, "Nadezhda"	Dissemination of experience in the social adaptation of orphanage graduates, and their successful integration into society, as well-rounded members of the Russian community	Dissemination of experience of working on a program of post-institutional adaptation for orphanage graduates, aimed at gaining appropriate life skills and overcoming the deprivation of living in an orphanage, in particular for young people who have graduated from boarding schools for children with special needs. The project is the result of a program, which has been developed by Russian and American specialists, adapted for use in Russia.	Vladimir
AROI - R088	Novgorod regional youth organization which provides all-round assistance to children, "Kolokol"	A model for the sharing of experience of government and voluntary organizations in Novgorod region in increasing the effectiveness of programs to prepare orphanage graduates for integration into society	The aim of the project is to ensure that orphanage graduates are better-prepared for independent living by training specialists working in residential institutions for orphans in programs of social adaptation for orphans. The basis for the educational program is the model of "Kolokol" which looks at questions of socio-pedagogical and socio-psychological preparation of orphans for independent living. The project is focused on the exchange of experience between voluntary and government organizations, which are involved in the integration of orphanage graduates living in Novgorod region into society through educational trainings, and the creation of consultation points in 5 districts of the region.	Novgorod
AROI - R019	Community charitable fund, "Nadezhda"	Family centers as a form of family placement for children left without parental care, and for orphans, which is based on a foster care model.	The project presupposes the expansion and strengthen the program of family centers for orphans, and children left without parental care, amongst graduates of children's homes and boarding schools; improvement of services, provided to foster families; dissemination of innovative approaches and methods of working with orphans, residents and graduates of children's homes. Two new centers will be opened in Yurev-Polski and Kostroma. During the project it is planned to carry out the selection and preparation of families (4 couples), as well as the residents of family centers, the organization and establishment of the family centers, methodological and socio-psychological support in social adaptation.	Moscow
AROI - R002	Artistic rehabilitative center, "Maria's children"	"Children help each other"	Creation of a "transition" center for graduates of Moscow residential establishments, on the site of the artistic rehabilitative center, "Maria's children", which will assist them to become stable, independent and rounded individuals; to work out the future career plans and continuation of their education in order to gain professional skills; to acquire daily living skills. Intellectual and psychological rehabilitation of children at a period of transition, social adaptation and integration into society as equal members.	Moscow
AROI - R024	Autonomous noncommercial charitable organization, "The National society for the protection of children from cruelty and the Center for post-institutional adaptation of orphanage graduates"	Creation of conditions for improving the system of social adaptation of orphans in residential institutions and in the post-institutional period.	The project aims to develop activities which lead to the formation of a socio-pedagogical environment, within which residents and graduates of orphanages can be motivated to take an active part in the process of their own social adaptation.	Moscow

AROV - R041	Novgorod Women's Parliament	New horizons	The project aims to create a environment in which members of the target group can communicate, study, and become involved in community life, on the basis of relationships and partnership, and through programs which are already being run by "Womens Parliament", Novgorod boarding school inn developing mechanisms for the social adaptation of orphans, using their own and new methods of post-institutional adaptation of orphans.	Novgorod
AROV - R094	Tomsk regional children's voluntary organization, "Home of Nature"	Me, nature and friends, together a happy family	This project plans to extend the life, educational and personal opportunities of orphans through participation in ecological-touristic educational programs (seminars, conferences, the school for the young ecologist and tourist, publication of bulletins and airing of TV programs about ecological and natural history issues)- new forms of family placement eg temporary foster care and integrative groups; formulation of a stable and active position in society.	Tomsk
AROV-R0050	Commission for Human Rights- Tomsk region	Human rights- yours and mine	To develop and carry out events, which will lead to the socialization and social,adaptation of orphans through the development of understanding regarding human rights; practical activities with orphans regarding human rights, elements of law, morals, ethics and aesthetics, using interactive methods, as well as seminars and consultations for staff and parents. Publication of a handbook for the staff of residential establishments and workers in other spheres, who are engaged in the social adaptation of orphans.	Tomsk
AROV-E030	MiraMed Institute	MiraMed Independent Living and Social Adaptation Center (MILSAC)	This project is assist orphans youth with the following goals, objectives and services: - provide specifically targeted independent living, social adaptation and educational services for two hundred and fifty orphans and emancipated orphans between the ages of 15 and 23 in Moscow. - develop concrete and culturally appropriate interventions to support and prepare marginalized youth for independent living; - foster ongoing collaboratibe efforts between government and non-government bodies to raise the standard of care and education for orphans, and in turn, to effect the way orphans are perceived by society; - help orphans transcend negative stereotypes and low expectations to more fully embody their capabilities and become more skilled occupationally and socially.	Moscow, 953-15-35, 751-49-92, fax: 285-82-16, Ebatsie@miramed.co m
AROV-R032	Center for the social adaptation of young people "Gran" (border)	Enlightenment	This project aims to establish cooperation between the center, "Gran" and children's home no. 4 in order to increase opportunities for social adaptation of orphans by involving them in socially worthwhile activities based on the experience which "Gran" already has. The main method for the social adaptation of young people is to involve them in a creative festival, journalistic activities, tourism.	Khabarovsk

<p>ARO VI - R153N</p>	<p>Borovichi district voluntary organization which provides assistance to teenage orphans in the postinstitutional period, "Istok"</p>	<p>Adaptation to employment for orphanage graduates</p>	<p>The project presupposes the education of the project's target group (qualified workers/mentors working in various enterprises in Borovichi and orphanage graduates living in the social hostel)In forms and methods of teaching employment skills to orphans. For the orphans the following topics and activities will be organized: "Getting on in life,""Work, as a factor in finding fulfilment in life,""Budgeting, plannin, shopping,"and others. The mentors will receive training in understanding the reasons behind the inappropriate behavior of orphans, the principles of interaction in the social hostel, helping young people to develop commitment to working, an interest in a profession, to show them examples of professionalism based on their own experience. In this way adaptation to employment and to life in society can take place.</p>	<p>Novgorod region, Borovichi</p>
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DEVELOPMENT AND PROMOTION OF CHILDREN RIGHTS PROTECTION PRACTICES

No. of project	Name of organization	Name of project	Aim of project	Town
AROV-R023	Regional voluntary organization Charitable center, "Sharing your fate"	Protection of the rights of orphanage graduates	The project proposes to provide free highly qualified legal assistance and protection of the rights and legal interests of children's homes graduates and boarding schools through the following activities: consulting, presentations from administrative organs, the procurator, department of internal affairs; preparation of materials and participation in legal processes; preparation of legal documents; consulting social workers in institutions. Especial care will be given to defending the rights of graduates of special boarding schools, who have problems in their mental development.	Moscow
AROV-R036	Regional voluntary organization for assistance in the protection of children's rights "Right of the child" (Moscow)	Organization of centers for helping children to defend their rights in the Russian regions	The project aims to organize legal assistance centers for children in Borovichi, Novgorod region, and Dzhherzhinsk, NizhniNovgorod region, in order to promote regional legal activities, focussed on the creation of a system to defend children's rights, and reform family politics- in the first instance by defending the right of every child to live and grow up in a caring family environment, development of civil initiatives which are aimed at resolving problems of childhood. Legal proposals, contained in the general act "About children's rights" will be presented to local government agencies.	Moscow
AROV-R059	Regional voluntary organization "Karelian Union of protection of children"	Protection from cruelty	The project is focused on the airing and defence of the legal rights of orphans, and children without parental care, living in children's homes. The children and adults will take part in lectures, role plays, conversations and other forms of work on legal topics, individual consultations, the inclusion of children and adults in resolving questions regarding rights which arise in the children's home. When cases of violence, the infringing of children's rights are identified, the children will receive assistance, and where necessary, support to go to court. The project presupposes a seminar, trainings, a Conference, the main aim of which is to create a system of interaction, both within the children's home, as amongst various government departments and the Karelia union of child protection in the development of a system of the protection of orphans.	Petrozavodsk

APPENDIX 7

ARO TRAINING EVENTS

LIST OF TRAINING EVENTS (SEMINARS, TRAINING COURSES, STUDY TOURS AND ROUND TABLE DISCUSSIONS), 2000 – 2001

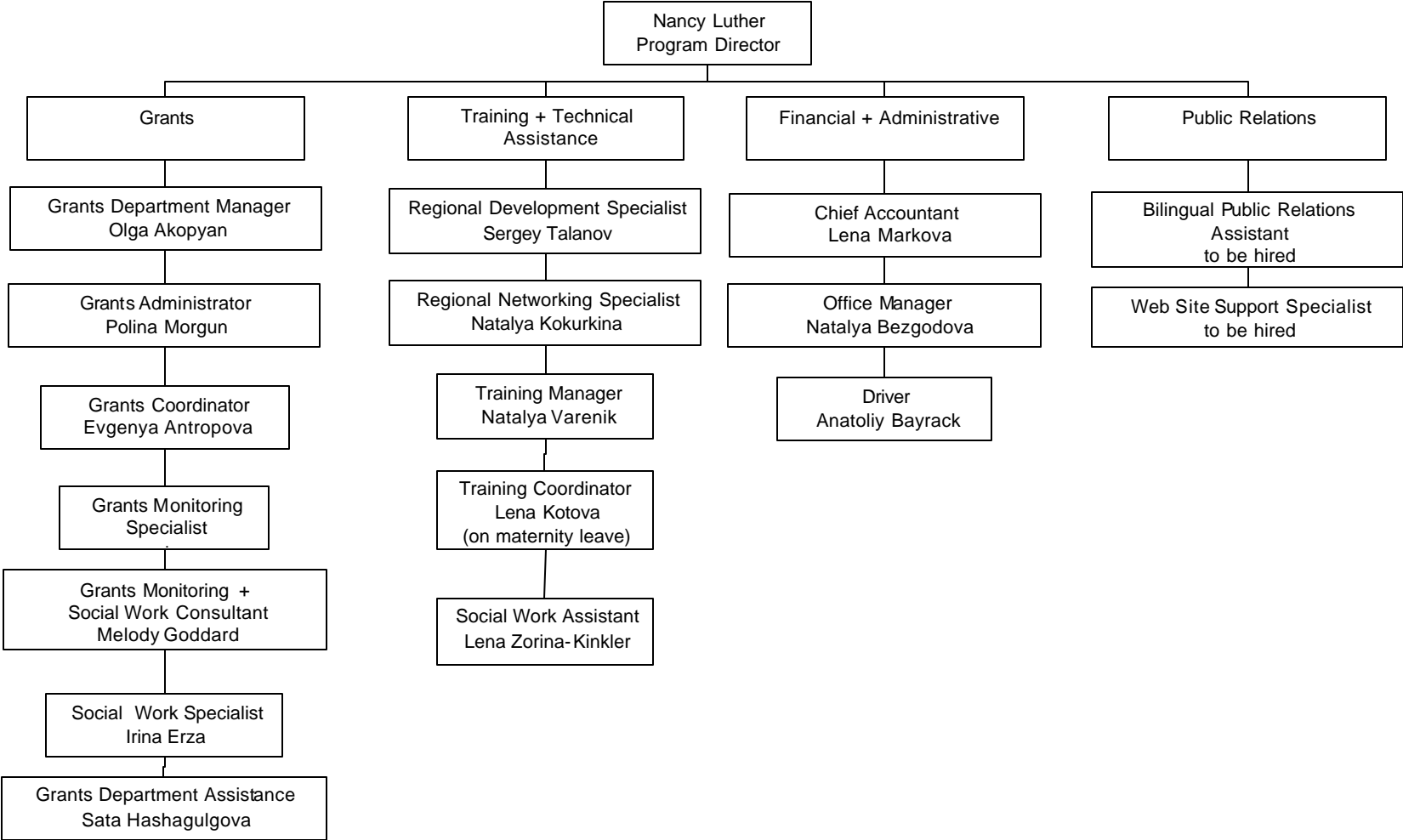
- ▶ **November 1999** Road Shows presenting ARO Program to stakeholders and possible grant applicants around Primorskii Krai
- ▶ **14-16 January 2000** Grant proposals writing training for 45 people – NGOs' representatives and governmental officials, Vladivostok Hotel "Ekvator"
- ▶ **4-5 April 2000** Grant Committee Members Training delivered by ISAR
- ▶ **29 May 2000-01 June 2000** "New models in organization of Trustee and Guardianship Departments work," Danko together with their governmental partner participated in this Conference in Zvenigorod
- ▶ **June 2000** Seminar for PK project accountants on grant financial reports
- ▶ **05 June – 09 June 2000** Basic Social Work Course in Vladivostok for the approved grantees in PK (Helen Wooley and Ingrid Jones, ECT)
- ▶ **03 July – 07 July 2000** Basic Social Work Course in Chernigovka for Chernigovka, Spassk and Ussuriisk Projects and their governmental links (Helen Wooley and Ingrid Jones, ECT)
- ▶ **July 2000** ARO Program presentation in Magadan and Magadanskaya Oblast
- ▶ **15 August – 18 August 2000** Methods of Social Intervention for PK projects (Helen Wooley and Ingrid Jones, ECT)
- ▶ **August 2000** Basic Social Work Course for Magadan Projects, (Helen Wooley and Ingrid Jones, ECT)
- ▶ **4-11 September 2000** Program Presentation in Evensk
- ▶ **September 2000** Methods of Social Intervention for Magadan projects (Helen Wooley and Ingrid Jones, ECT)
- ▶ **3-5 October 2000** Rod Robinson's Seminar on Disability (Springhill Learning Support) for 18 people — NGOs' representatives and governmental officials
- ▶ **26 October – 19 November 2000** ST to Los Angeles for 3 people from PK NGOs and 1 from Magadanskaya Oblast (USAID)
- ▶ **29 November – 2 December 2000** Team Managers Training for PK Project Managers and their governmental links (18 people), (Helen Wooley and Ingrid Jones, ECT)
- ▶ **2 December – 9 December 2000** ST the Ukraine and Moldova for 8 people from PK and 2 from Magadanskaya Oblast (ECT)
- ▶ **31 January 2001** Round Table on Program Results, Vladivostok (mass media and governmental people are invited)
- ▶ **1 February 2001** Round Table on Program Results, Ussuriisk (mass media and governmental people are invited)
- ▶ **8 February 2001** USHER-Forum & Sense International seminar on working with deaf and blind children, representatives from local Disabled Societies, governmental departments and local NGOs as well as our grantees working with disabled children were invited to the seminar (25-30 participants)
- ▶ **15 February 2001** Seminar for Magadan Project accountants on financial reports
- ▶ **19-21 February 2001** ARO seminar in Tomsk on Project Development (Latypova and Kibirev from Khabarovsk Center of NGO support were sent)
- ▶ **16-17 March 2001** UNICEF Conference in Moscow "Civil Society to Russian Children," Danko Project and Chernigovka Family Consulting Center + Training/Information Officer from MCI were sent

- ▶ **27-29 March 2001** All-Russia Pedagogic Readings "Psychological and pedagogical aspects of education of children with different deviations in development," PM from Spassk Project
- ▶ **27-29 March 2001** Seminar on work results, Voice of Help project
- ▶ **26-30 March 2001** ARO Conference in Moscow, Representatives of all projects, leading specialists from Krai Health and Educational Departments, MCI Grants Officer and Training Officer were sent
- ▶ **15-28 April 2001** ST to Kovcheg, Moscow, 3 people were sent (Altus, Children's Fund and Otrada)
- ▶ **18-20 April 2001** Vladivostok and 25-27 April Magadan — NAN's Training on Methods of Prevention of Alcohol and Chemical Dependency, 27 specialists here and 23 in Magadan were trained and got their certificates (WACAP)
- ▶ **25 April 2001** Round Table discussion on follow-on grants, for PM from PK and Magadan, 17 participants, organized in cooperation with Primorskii Krai Resource Center of NGO support
- ▶ **15 May 2001** Seminar on Final Reports conducted by MCI Grants Officers
- ▶ **16-18 May 2001** Communication with Children Training for Magadan projects conducted by Helen Wooley and Ingrid Jones, ECT, 12 participants
- ▶ **21-25 May 2001** Social Intervention Course for Magadan projects conducted by Helen Wooley and Ingrid Jones, ECT, 18 participants
- ▶ **4 June -7 July 2001** Training Course at Moscow Montessori Association, 2 people from Spassk project
- ▶ **12-19 June 2001** Training in Evensk conducted by Claire Warrington and Helen Woolley, ECT on working with teenagers, sexually abused children, etc.
- ▶ **14 June - 21 June 2001** Training Course for Directors and Leading Specialists of Shelters and Rehabilitation centers on Governmental policy, 1 person from Vladivostok City Rehabilitation Center and Romanovskaya from Magadan Center of Family Assistance, organized by the Academy of professional development in cooperation with RF Ministry of Labour and Social Development
- ▶ **18 June - 21 June 2001** Irkutsk, International Baikal Scientific-Practical Conference on Fostering "Child's Right to be brought up in a family," 2 people from Vladivostok and Ussuriisk
- ▶ **20 June - 7 July 2001** Moscow Institute of Correctional Pedagogics, Specialized Course for typhlopedagogs, 1 person from Voice of Help
- ▶ **25-30 June 2001** Danko's seminar on sharing project experience, i.e. fostering scheme for governmental workers from different regions of Primorskii Krai and NGOs representatives from Western parts of Russia
- ▶ **29 June - 11 July 2001** S-Petersburg, Seminar on S-Petersburg experience on organization of educational process of children with different deviations in physical and mental development, 2 Spassk governmental people Tsarskoselskii Dom Informatsii i Konsultatsii; Initial invitation letter has been sent to the Chiefs of Educational Departments
- ▶ **4 July 2001** Participation in International Conference on Family issues, Vladivostok
- ▶ **12-17 July 2001** ST to S-Petersburg Commune "Nadezhda" for Ussuriisk project and their link-person from the orphanage and Evensk project
- ▶ **16-20 July 2001** Specialized Training on Practical Methods of Communication with children with cerebral palsy (Annie Mubanda, ECT) for Altus and Otrada, Magadan project staff
- ▶ **10 August 2001** Follow-on grants discussion
- ▶ **13-20 August 2001** ST to Montessori Center in Tomsk, Spassk Team

- ▶ **13-17 August 2001** S-Petersburg Early Intervention Institute Seminar for grantees working with children of this age group and directors of Baby Homes and Krai Health Department representatives, 25 participants
- ▶ **20-25 August 2001** Ussuriisk Seminar sharing the experience of their project and the results of their ST to St. Petersburg Commune "Nadezhda," Evensk Project is invited
- ▶ **27-29 August 2001** Follow-on seminar in Tomsk (Los Angeles)

APPENDIX 8

ARO PROGRAM Organizational Chart



APPENDIX 9

THE KREMLIN AND CIVIL SOCIETY

(MOSCOW TIMES, 10/22/2001)

By Boris Pustintsev

Fifteen years separate us from the time when any voluntary association of citizens was the object of the most intense scrutiny on the part of the state. It went without saying that the state ensured that the interests of all population groups were observed. Any attempt to question this was equivalent to calumny against the Soviet Union and could result in criminal prosecution.

This situation underwent radical change in the second half of the 1980s when the Soviet authorities, for a number of reasons, were forced to end the Soviet Union's complete isolation from the outside world. Even the regime's controlled liberalization brought a wave of civic activity that the authorities had not bargained for.

Since the collapse of the Soviet Union, there has been a sharp decline in outdoor, "on-the-street" civic activity. However, this has been attended by the low-profile but steady growth in active nongovernmental organizations (NGOs). Russia's post-Soviet regime did not seek to impede NGO development. In fact, it did not pay much attention to the NGO sector — which was not such a bad thing; especially after the adoption of a pretty liberal law on public associations.

Although it has often not been easy to attract the attention of the relevant government agency to specific problems, we have managed to maintain our independence and to establish working relations with state officials in most government agencies. We tried to explain to them that their professional interests coincided with those of civic organizations and that we could work together to resolve common problems.

The authorities have, from time to time, attempted to set up their own tame Government Organized Non-Governmental Organizations, or GONGOs, but this has not presented a serious threat to NGO sector development. Actions orchestrated against civil society have never been of a systemic nature. 1998 was probably the most dangerous year, when with the support of the Moscow City Hall legal department a number of regional elites attempted to launch an attack on citizens' constitutional rights. This was most clearly manifested in refusals to register or re-register a number of NGOs. This primarily affected human rights and ecological organizations, i.e., the most ardent critics of the federal and regional authorities.

Civic associations have, over the years, suffered a number of problems in the area of tax legislation, when the status of NGOs has been mixed up with that of commercial organizations — sometimes seemingly intentionally. However, this problem can be resolved with time.

The main danger currently facing civil society is different. It is the instinct of the new administration — possibly influenced by an influx of former KGB officers to positions in many state institutions — to control everything that moves. Furthermore, the drive to strengthen

the state's vertical chain of command is being followed by a drive to increase control over society. Vladislav Surkov, deputy head of the presidential administration, said in June at a meeting between the president and NGO representatives: "We need to think about the greatness of society, not only about the greatness of the state."

This, I believe, gives a pretty clear insight into why the Kremlin is supporting a congress of NGOs next month. However, it is not so clear what the NGOs themselves stand to gain from participation in the civic forum.

The main argument of the forum's supporters is that society should engage in a dialogue with the authorities. However, NGOs — as it is — do this on a daily basis and not at some abstract level, but with specific government bodies and lawmakers (at all levels) for the purpose of resolving specific problems. The key issue is whether the state is genuinely willing to cooperate with civic society and not just at the level of public declarations.

Today, the authorities are far from homogeneous, and in almost all state institutions there are officials who are perfectly willing to cooperate with NGOs. Conscientious bureaucrats understand that NGOs can make a major contribution toward resolving issues of statewide importance such as the status and accommodation of refugees; homeless children and other juvenile problems; the reform of the education system; military and police reform; and judicial reform. They understand that we are not only mobilizing civil support but are also attracting considerable nonbudgetary funds (mainly from foreign charities and funds) to tackle these problems.

However, there is one area where cooperation does not exist and is not likely to for the foreseeable future. This is access to different sources of "open" information that directly affect the vital interests of society.

The cause for pessimism on this front is the current administration's support for the doctrines on "information security" and "a single informational space," which run against the grain of an open society. These doctrines create a kind of Chinese Wall that serves to ensure total nontransparency of state actions. Without functioning public oversight of the authorities' actions, there cannot be a fully-fledged civil society. And here, the civic forum is unlikely to help us. It is, of course, essential to work with the authorities on this issue, but it is a task that will take years, if not decades.

My human rights colleagues assure me that the initiators of the civic forum have accepted "our rules of the game." However, for a fair game to be played it is important that both sides have a shared understanding of the rules. Here it seems that very different meanings have been attached to one and the same terms by state and NGO representatives. At one of the round tables conducted by the indefatigable Sergei Markov, the following phrase was uttered: "Civil society in Russia differs from the Western model and this is entirely natural in the transition period." It is indeed natural, but probably not for the reason that Markov had in mind. It is due to the civic immaturity of the state, which does not feel obliged to explain its actions in clear terms to the public, i.e., to taxpayers on whose money they exist. The real fear is that the state will seek to implement the dream of a "civil society" that does not permit itself to criticize the government. Talk of the need to write a special plan for the development of civil society is extremely worrying. No doubt the result would be that plan targets for production of GONGOs would be

doggedly overfulfilled. It probably worth being present at the civic forum, if only to see whether the authorities, which have spent so much money and enjoying majority support (ensured by Kremlin control of two thirds of the forum's federal organizing committee) will reject — as has been promised — the idea of packing various structures with loyalists. In any case, it will certainly not be a dull event.

Boris Pustintsev is Chairman of the St. Petersburg-based human rights organization Citizens' Watch. He contributed this comment to The Moscow Times.

APPENDIX 10

QUESTIONNAIRE FOR HOLT INTERNATIONAL AND MERCY CORPS

1. What are your objectives and criteria for NGO sustainability? How are these criteria related to NGO links with state agencies?
2. Which types of capacity building activities contribute most to the sustainability of the NGOs and their services to the state organizations?
3. As an organization how would you define your approach to the ARO program? Also, how much have you had to redefine your approach, why the redefinition?
4. What are the strengths and weaknesses of your current approach to the ARO work?
5. How does the coordination between Mercy and Holt help to achieve the goals of ARO?
6. How is your organization monitoring changes in the quality of child welfare services, including abandonment prevention and post-institutional adjustment, resulting from your investment in the NGOs?
7. How are you identifying the training needs of the NGOs? Please describe the methodology used.
8. How are you measuring the impact of the training on both:
 - a. The NGOs
 - b. The state institutions
9. Which NGOs are carrying out services that you admire and value highly? Please describe the nature of, with examples of the work they are doing.
10. What are the major constraints facing the ARO program? How have they been addressed by your organization?
11. What are the characteristics of the ARO target group — (children either abandoned or in danger of abandonment). Do the needs of the various sub-sets of the target groups, e.g., children with an existing home, differ significantly in terms of how their problems are addressed? What studies exist to help define the different needs of these sub-groups?
12. Please add any additional comments or statements which think might be useful to the evaluation team:

THANK YOU FOR YOUR COOPERATION!

APPENDIX 11

EVALUATION OF THE ASSISTANCE TO RUSSIAN ORPHANS PROGRAM (ARO)

BACKGROUND

The Assistance to Russian Orphans is the first such program implemented in Russia. For this purpose USAID/Russia signed two cooperative agreements in 1999: with Holt International Children's Services and with Mercy Corps International.

TITLE

Evaluation of the Assistance to Russian Orphans program.

OBJECTIVE

This activity is directed at assessing the progress of the ARO programs implemented in Russia by Holt International Children's Services and Mercy Corps International.

STATEMENT OF WORK

I. ACTIVITY TO BE EVALUATED

The focus of this evaluation is the Assistance to Russian Orphans Program (ARO). The ARO is designed to work with Russian non-governmental organizations (NGOs) and their partners in the government sector to promote community-based, family-centered services that will help to improve the current state of Russian orphans. The ARO Program contributes towards USAID/Russia's Strategic Objective SO 3.2 "Improved Effectiveness of Selected Social Services".

II. BACKGROUND

A. General Information. USAID/Russia's Assistance to Russian Orphans (ARO) Activity, planned as a three year, \$6 million effort, was initiated in September 1999. USAID awarded two cooperative agreements (CA) one to Holt International Children's Services and one to Mercy Corps International to lead two consortia in order to address the escalating problem of children being abandoned in Russian institutions.

ARO supports regional and local initiatives aimed at the development of approaches to improve the welfare of orphans and reduce the number of orphans; identifies comprehensive child welfare practices and effective approaches adopted and implemented in Russia; facilitates development and dissemination of successful models at municipal and regional levels; promotes child welfare reform initiated by grassroots organizations; improves capacity of local child welfare care

providers to deal with this problem; and strengthens partnership relations between non-profit child welfare organizations and regional and/or local governments.

B. Geographic Areas. Holt International Children's Services, in a consortium with Charities Aid Foundation/Russia (CAF/Russia), implements ARO in Western Russia (ARO/West), with an emphasis on Novgorod and Tomsk oblasts as the U.S. Government Regional Initiative (RI) sites. Mercy Corps International (MCI) in a consortium with European Children's Trust (ECT) and World Association of Children and Parents (WACAP) implements ARO in the Russian Far East (ARO/East), another RI site, with a focus on Primorskii Krai and Magadan oblast.

C. Technical Areas of ARO include prevention of abandonment and institutionalization, family care alternatives to institutionalization, social integration of orphans into society, and children's rights. The primary beneficiaries of ARO are young, abandoned children (approximately 0-4 years of age) or those at risk of abandonment; disabled children in families (who are also at risk of institutionalization); and orphans preparing to leave government facilities (approximately 14-18 years of age) who need life and job skills training for successful community reintegration.

D. Implementation Strategy. The two consortia manage small grants programs, provide training and technical assistance (TA), plan and coordinate exchanges, and provide monitoring and evaluation of the overall ARO activity.

Two types of grants are awarded to Russian and international NGOs: Technical Assistance Grants and Service Delivery Grants. Training is provided to increase professional expertise of child welfare practitioners and on NGO sustainability issues.

Over the course of program implementation a number of strategic developments have been made under the ARO/West and ARO/East to readjust its priorities and activities to better serve the ARO goals and objectives. Particularly, changes in grant strategy, project development efforts, and priority sites have been introduced which are reflected in CA modifications.

Based on the current implementation strategy, it is expected that:

- The All-Russia Grants Program will allow ARO to identify successful non-profit child welfare organizations, new approaches and initiatives that are developed and implemented throughout Russia.
- Training and networking activities will contribute to development of human resources and sustainability of NGOs, facilitate dissemination of effective models, and strengthen coordination in the non-profit sector and cooperation with government partners.
- Intensive TA and grants activities in the RI sites will lay the framework for cooperative regional initiatives.
- Proactive support to current and potential grantees in "advanced" sites where open-minded administrations are in place and child welfare innovations are in process and that such sites are interested in attracting ARO assistance (for example, Arzamas) that can result in development of new centers of child welfare innovations and reform.

E. Intermediate Accomplishments.

ARO/West. Since August 1999, under ARO/West five competitive grant rounds have been completed and awards to 35 organizations have been made. Grants to date to Russian NGOs total \$800,000. These NGOs work with orphans, children at risk of abandonment, families in crisis and children with a range of disabilities. ARO /West has identified and engaged key government and non-profit leaders in the child welfare field who provide technical assistance and services to the targeted groups. Currently, ARO/West is supporting a number of completely new initiatives in the delivery of services aimed at abandonment prevention, for example: a new Regional Early Intervention Program in Novgorod oblast; an innovative rehabilitation program for children who have run away from home; a city-wide model of orphans prevention based upon partnership between a children's shelter, a private center offering social and psychological support, and the relevant governmental bodies.

ARO/East. In the first year of implementation, the ARO/East program successfully conducted the first and second grant competitions for service delivery in Primorskii Krai and Magadan. The strategies, settings and targets for ARO/East and ARO/West are different, reflecting the reduced number of target regions for ARO/East, the less developed NGO sector in the Far East, and other unique features of the region. Given these differences, the performance of ARO/East to date meets benchmarks set in the Cooperative Agreement. A direct comparison cannot and should not be made between the two implementing organizations and activities. Activities under 12 service delivery grants totaling \$243,000 include two fostering programs, two projects working with children with disabilities, three projects focusing on abandonment prevention services, and one project aimed at integration of young people living in state institutions into society. More than 1,000 child welfare practitioners and officials received training and technical assistance on abandonment prevention and other critical child welfare issues.

III. PURPOSE OF EVALUATION

The purpose of the evaluation is to assess and provide recommendations on: a) the overall performance and mid-term impact of the Assistance to Russian Orphans program, as implemented by the two implementing partners, in improving the current state of Russian orphans; b) the current ARO strategy, including the implementation mechanisms and tools used in the program, and the effectiveness of ARO's activities in the Regional Initiative (RI) sites; c) possible design changes, adjustments or recommendations for the remaining Life of the Project (i.e., year 3), as well as assessing the need to extend the Life of the Project to ensure greater impact and sustainability of its efforts (extension to year 4, or beyond); and d) if and how ARO has promoted changes within the current structures (e.g., state institutions).

Given that ARO represents a relatively new programming sector for USAID, this evaluation will help to confirm the merit and relevance of the strategic approach as well as recommend improvements. The evaluation will document key lessons learned and capture ARO's successful models and initiatives, as well as identify major constraints.

In response to continued concern from Congress and other stakeholders, through this evaluation USAID seeks to gain more information on how ARO has directly or indirectly influenced

changes within institutions themselves. Given the partnerships between public and NGO sector promoted through ARO, and the pivotal role many orphanages play in implementation of ARO grantees' efforts to change the system, the evaluation should determine to what degree ARO has led to even incremental changes in state facilities. This could include attitudinal changes, management improvements, or increased exposure to innovative approaches that lead to positive changes in institutionalized children's lives.

The results of this evaluation will help USAID/Russia and both implementing partners to understand the progress and impact of the program to date, to determine modifications needed to improve ARO and its results for the remaining life of the project, and to begin to develop a plan for a possible follow-on phase of ARO.

IV. INFORMATION SOURCES

This is not an exhaustive list of available information resources, but items below provide the evaluation team with a list of most of the available documents and contacts:

- Cooperative Agreements with HOLT Int. and Mercy Corps Int.;
- ARO/West Three-year Workplan;
- ARO/West Y1 and Y2 Workplans;
- ARO/West Y1 Annual Report;
- ARO/West Quarterly Reports;
- ARO/East Three-year Workplan;
- ARO/East Y1 and Y2 Workplans;
- ARO/East Y1 Annual Report;
- ARO/East Quarterly Reports;
- Grantee Quarterly and Final Reports;
- ARO/West: Program Concept Papers;
- ARO /West and ARO/East: Training Materials;
- USAID/W and USAID/Russia staff;
- Holt International and Mercy Corps International ARO staff, and
- Other donors, grantees, local authorities, etc.

V. EVALUATION QUESTIONS (for each implementing partner)

The following questions are intended to guide the evaluation team, but are not necessarily exhaustive. Others may arise during review of the SOW, during consultations with USAID in Russia, or in the course of field interviews and assessments.

Each set of questions covered should include conclusions and recommendations related to the general issues raised, citing specific examples. A separate section should summarize these recommendations as well as address the specifics for the remaining life of the project.

- The overall performance and mid-term impact.
- ARO strategy.

- Recommendations for the remaining life of the project.
- ARO and its impact on institutions.

a. The Overall Performance and Mid-Term Impact.

- Based on the timeline, has ARO accomplished what it was supposed to accomplish according to the work plan? What is the evidence that the three intermediate program results are being achieved?
- What is the evidence that the grant program is successful? In what way is the quality of child welfare services delivered by grantees ensured (monitored)?
- Are the training needs of Russian counterparts identified in a timely fashion and adequately met?
- How do NGO capacity building activities contribute to the sustainability of organizations and services?
- Does the current degree of coordination between the two implementing partners help to achieve the goals of ARO and to increase its impact? Is it reinforcing and mutually beneficial? What are recommendations to implementing partners and USAID/Russia to enhance this coordination?
- How could the existing plans to collect, aggregate, analyze and disseminate/roll-out the results of ARO better contribute to the sustainability of improved/innovative child welfare services?
- What are the major constraints facing the program? Are they addressed effectively?

b. ARO Strategy.

- Are the types and mix of program components – Technical Assistance (TA), Training Program, Grant Program, Regional Development Component (ARO/West) – adequate for meeting the goals and objectives of ARO? Is there enough synergy among different program components? Is there a need for any changes and if so, what changes are necessary?
- What approaches or mechanisms have worked best for achieving the goals and objectives of ARO?
- Is there a clear plan/strategy for ARO in every RI site?
- What important regional/local child welfare models have been identified and developed? Examples?
- What is the evidence that ARO contributes to the development of sustainable, long-term approaches to improve the state of orphans in the RI sites?
- Do the stated project performance indicators adequately capture the impact of ARO activities? What are the recommendations for alternative (better) indicators?

c. Recommendations for the Remaining Life of the Project.

- What are the most important lessons from the first 18 months of program implementation? Based on these lessons what changes could be recommended to improve the ARO strategy?
- What could be recommended regarding the technical focus of ARO? For the regional policy? For implementation mechanisms and tools?
- Should the program be extended? If yes, what should be the objectives and duration of this extension? What major program areas should the extension phase of ARO focus on?

d. ARO and Its Impact on Institutions.

- This section should highlight examples of ARO impact related to improvements within institutions. To what extent has ARO led to even indirect changes or improvements in institutions (e.g., in perspective of staff, management practices, etc.) that improve the situation of Russian orphans?
- Do these outcomes justify increased program emphasis on targeting institutions? How could such efforts be supported without contradicting or compromising ARO's focus on deinstitutionalization? Should USAID be involved with humanitarian assistance to orphanages?

The team hired to conduct this evaluation should collect the most important and interesting success stories (not more than three to five) which may be identified in the discussions with project personnel and activity managers. Some specific examples could include improvements within institutions. Collected success stories should be presented in the report but should not influence the objectivity of the overall evaluation. If necessary, the team may place found success stories in a separate annex attached to the report. A separate section should document the institution-based improvements identified.

VI. EVALUATION METHODS

In collaboration with the USAID/Russia, the evaluators will finalize the overall evaluation methodology. However, USAID expects that at a minimum the evaluators will:

1. Review and analyze the existing performance information;
2. Interview representatives of the home offices of organizations included in the review;
3. Interview field staff of USAID, the implementing organizations, organizations implementing associated programs, including private sector organizations and local government counterparts;
4. Conduct site visits to a representative number of ARO grantees in selected cities and regions in the Russian Federation, including Moscow City, Tomsk and Novgorod oblasts for ARO/West, Vladivostock and Primorski Krai for ARO/East. St. Petersburg and one-two other cities should be determined at the early stage of the evaluation to address the issues related to impact of ARO on institutions.

In addition, USAID expects to hold periodic update meetings with the team during the time spent in Russia. The evaluation team may suggest changes to this scope of work that do not influence the budget of the evaluation.