Assessment of USAID's
Child Welfare Programs in Russia

Evaluation Report

**ASSESSMENT
OF USAID'S CHILD WELFARE PROGRAMS
IN RUSSIA**

Terra P Group, Inc.

March 2009

Order #:	118-O-00-09-00028-00
Project Title:	Assessment of USAID's Child Welfare Programs in Russia
Sponsoring unit(s):	The USAID/Russia Mission
Contractor name:	Terra P Group, Inc.
Authors:	Alexander Telyukov, Ph.D. and Mary Paterson, Ph.D., M.S.N.
Recommended citation:	Telyukov, Alexander; Paterson, Mary. Assessment of USAID's Child Welfare Programs in Russia. Evaluation Report. Terra P Group, Inc., Gaithersburg, MD, 2009: xii + 42 pp.
Language:	English　　　　　　　　　Release date:　　　March 13th, 2009

Abstract:	The child welfare programs, funded by USAID in Russia, were designed to pilot, disseminate, and help institutionalize modern child welfare services, particularly, child abandonment prevention and professional support of vulnerable children, child welfare institutions, and substitute families. This report reviews program results and sets out recommendations for future program design.

Keywords:	USAID, Russia, Child welfare and support, Vulnerable children, Orphans, Street children, Family welfare and support, Prevention of child abandonment, neglect and abuse; Substitute families, Foster parenting, De-institutionalization; Family-based care; Reintegration; ARO program; National Foundation for Prevention of Cruelty to Children.
Contact information:	A. Telyukov, M. Paterson; tel: (+1)240-683-6823; e-mail: partners@terra-p-group.net

Table of Contents

List of Tables

List of Figures

Acronyms

ACF	Administration for Children and Families (part of the U.S. DHHS)
ARO	The 'Assistance to Russian Orphans' program
CDC	Centers for Disease Control and Prevention
DALY	Disability-adjusted Life Years
DOW	'Doctors to the World'
DTC	'Doctors to Children'
E&E	Europe and Eurasia (USAID Europe and Eurasia Bureau)
GDA	Global Development Alliance
GDP	Gross Domestic Product
HIV	Human Immunodeficiency Virus
MES	The Russian Federation Ministry of Education and Science
MHSD	The Russian Federation Ministry of Health and Social Development
NCHS	National Center for Health Statistics
NDF	The 'New Development' Foundation
NFPCC	The National Foundation for Prevention of Cruelty to Children
NGO	Non-government(al) organization
QACW	Quality Assurance in Child Welfare
RF	The Russian Federation
RUSAL	Russian Aluminum
U.S. DHHS	The U.S. Department of Health and Human Services
U.S. DoS	United States Department of State
UNICEF	The United Nations Children's Fund
USAID	United States Agency for International Development
USG	United States Government

Executive Summary

The child welfare programs, funded by USAID in Russia, were designed to pilot, disseminate, and help institutionalize modern child welfare services, particularly, child abandonment prevention and professional support of vulnerable children, child welfare institutions, and substitute families. This report reviews program results and sets out recommendations for future program design.

Evaluation Scope

The evaluation covers the following three programs: (i) The Assistance to Russian Orphans (ARO) – a multi-prong initiative to prevent child abandonment and neglect and improve developmental support of children without parental care. Program results were achieved by modernizing child welfare services in birth and substitute families and in provider organizations. (ii) A set of family and child support projects implemented in tandem by the US chapter of 'Doctors of the World' and the Russian NGO 'Doctors to Children' (DOW/DTC). Six projects managed by these groups have been funded directly by USAID/Russia since 1999. These projects are: 'Foster Family', support of HIV+ street and unsupervised children and youths, short-term residential support for stressed minors, assisted living (social apartment) for vulnerable teenagers, a Resource Center, and prevention of HIV in street teenagers. Four more social initiatives have been implemented by DOW/DTC with sub-grants from ARO-3 since 2004. (iii) The child welfare spin-off of the Healthy Russia 2020 project, managed by the Moscow-based Healthy Russia Foundation. The child welfare component started in 2008 and included a set of guidelines, sensitization and training materials to promote healthy lifestyles among the vulnerable youths.

Concomitantly with program review and evaluation, the current trends in, and external donor support of, the child welfare system in Russia have been examined. The identified gaps and priorities inform recommendations on how to target limited USAID resources in the near to medium term.

Summary Program Results

The programs that were evaluated have contributed to child welfare reforms by:

- Designing and piloting a continuum of services that prevent child abandonment, neglect and abuse, and support children without parental care;

- Expanding social work to the layer of child neglect and deprivation that was previously impenetrable to modern welfare interventions: street children, children of HIV+ positive women, and children with severe disabilities. These marginal children have been integrated into the realm of competent professional support in the successful pilot sites managed by USAID grantees;

- Creating a cohort of social workers who understand, believe in, and practice a pro-active approach to preventing child abandonment and neglect, and providing multi-disciplinary support to parents and children in substitute families;

- Contributing to the legislative and regulatory process in pilot regions to create an enabling environment for the new strategies and methods;

- Strengthening the National Foundation for Prevention of Cruelty to Children (NFPCC) to become a stalwart promoter of new models of child welfare services; and a major advocacy, training, and capacity strengthening force;

- Supporting other innovative and enterprising NGOs with grants and knowledge sharing.

Program Best Practices

Multi-dimensional integration of child welfare services: USAID promoted an integrated model of child welfare management. This tested model complies with international standards as it is based on respect of children's rights; enables prevention of, and a measured response to a broad spectrum of family and children's vulnerabilities; relies on social workers trained in modern methods of psycho-social assessment and care; and emphasizes a community-based approach and coalition building. Integration has been achieved across social risks, child welfare stakeholders, and levels of government.

Pragmatism and diversity: Cultural sensitivity was the cornerstone of program ideology. Program designers and implementers steered clear of any single-minded, prescriptive approach. While acknowledging the antiquated legacy of Russia's child welfare system, they respected the currently existent mixed model as a product of the historical social compact and administrative paradigm, prevalent in Russia for most of the 20th century. Program implementation has been firmly based on the non-discriminating, inclusive approach to the existing system. Most innovations have been grafted on the existing facilities that represent the conservative core of the Russia's child welfare system. The USAID-supported teams and local initiatives have piloted an impressively diverse range of family and child welfare services: they tapped into most of the pathways that social risks take to develop into child abandonment, neglect and abuse.

Programs' Main Achievements

A regional child welfare reform has been designed, tested, and institutionalized: The multiple initiatives of piloting new services have produced a system-wide response at the policy level and led to a comprehensive regulatory and administrative change in the program innovation hub in Tomsk and, selectively, in St. Petersburg.

Child welfare innovation promoted civil society values in Russia: USAID-funded innovations thrived at the confluence of professionalism and activism. Volunteerism, still feeble in Russia, has taken root in many community-based initiatives supported through USAID-funded sub-grants. A new standard of competent caring has been demonstrated to, and willingly accepted by social work professionals and volunteers alike. New and unusual circuits of social cohesion have been triggered, aligning families with communities and bureaucracies. Social workers benefited from the opportunity to develop professionally and have been celebrating their professionalism while doing good. The child welfare programs may be among the very few effective efforts to rebuild Russia as a civil society from bottom up.

USAID-funded programs turned child welfare into a stronghold of public diplomacy: USAID/Russia welfare programs emerged unscathed from the past decade of a downhill drift in bilateral relations. Furthermore, working against the political current, these programs made headway towards more sustainable professional, academic, and community ties between the two countries. Dependent on the future dynamic, this collaborative area can serve as a springboard for further expansion of good will, or will become a beachhead of positive experience to hold until better times.

Rationale for Further Assistance

Prospects for child welfare modernization remain uncertain in Russia:

- The eight years of GDP growth have neither reduced the inflow of children without parental care nor increased their placement in family-based care. It seems, the child welfare agenda will not resolve itself as a corollary of economic growth in Russia. The current economic slump has re-emphasized the lack

of sustainability in the structurally unreformed Russian economy. This makes a positive nexus between economic resources and child welfare particularly ephemeral in the foreseeable future.

- The importance of professional support of competent parenting continues to elude the administrators and social workers in the child welfare system. The vast majority of child care takers in Russia, be they children's home staff, or birth and substitute parents or guardians, continue to grope their way through the intricacies of child development. The know-how of raising children to modern standards of psycho-social development and in compliance with children's rights has been demonstrated in several experimental sites, yet has not been embedded in practice at the systemic level. In summary, USAID-supported innovation was successful but the market penetration remains limited.

- The public system of child welfare services is exposed to bureaucratic unpredictability as it swings from complete inaction to campaign-like attempts at sweeping change. Closure of children's homes in many regions (in response to Mr. Putin's initiative to halve the number of children in residential care) has not been matched by a professional effort to strengthen family-based care.

The continued support by donors with a proven success record in the child welfare program portfolios mission-critical for two reasons: (i) to close the sustainability gap and protect the legacy of achievement of the past 10 years; (ii) to help Russian professionals continue to advance the developments in the child welfare system rather than sliding backwards as may occur under the recent legislative initiatives. At this point, when cumulative results of the 15 year-long change, including 10 years of USAID support may attain sustainability or erode, continued technical assistance could be an investment with very high incremental productivity.

Concepts, Objectives, and Interventions for the Future

'Positive parenting' can be highlighted from the US experience as an umbrella concept that interconnects child, youth, and family development. Positive parenting provides a conceptual justification for the continuum of interventions piloted under the previous projects and worth replication at the next stage.

The objectives of the new program should be formulated with the focus on the current family/child welfare policy agenda of Russia. Such objectives may include:

(i) Informing government agencies, professional organizations, and community initiatives of the best-practice experience of the previous USAID-funded programs;

(ii) Guiding Russian counterparts through the options of matching the successfully piloted tools to current priorities at the federal and regional levels;

(iii) Providing a consultative support to all interested parties to help them achieve technical reforms set forth by Russia's political leadership, such as scaling back residential care, increasing the role of family placement, and mainstreaming the development of children with special needs.

(iv) Focusing program operational objectives on disseminating the regional model of family/child welfare modernization to a defined number of regions, providers of services, and target populations.

Recommended new interventions include:

- Assistance with transforming residential care institutions: It is envisioned that reformed children's homes would perform as substitute parenting agencies with residential capacity focused on children,

temporarily removed from their birth families, waiting for a substitute family placement, or returned from unstable substitute families.

- Design and promotion of service standards: The overarching purpose is to reduce variance among same-service providers in resource levels, technical quality, customer satisfaction, and outcomes. Service standards are a valuable resource for practice management, professional education, licensing and accreditation, cost and budget planning, and regulatory compliance control.

- Strengthening child welfare analytics and data tools, particularly, in the areas of family trend analysis, case management support, case review, customer feedback assessment, program impact analysis, and cost-benefit analysis.

- Creating a web-enabled Integrated Resource Center with information storage, dissemination, and analysis functions – an idea, shared by major donors (the World Bank, UNICEF) and key USAID partners alike.

- Strengthening child welfare workforce: (i) In-service training should be expanded by developing a training base in replication sites and designing on-line courses for use in continuing education. (ii) The existing system of basic education of social workers should become engaged in change through curriculum modernization and related pilot activities at 2 universities to be designated as centers of excellence for this work.

- Strengthening professional community and leadership: Social workers and other interest groups in Russia would benefit from creating a professional consultation mechanism similar to the American "Quality Assurance in Child Welfare" (QACW). A two-week executive leadership study tour is recommended to meet with the constituent organizations of QACW.

Future Program's Geographic Focus

The next program would have a strong focus on a cost-efficient dissemination of best practice experience to more regions of the Russian Federation. A careful selection of additional replication sites is an important aspect of a viable program design. A three-stage rating process has produced a short list of recommended regions, based on need, innovativeness/sustainability status, and prior exposure to collaborative experience. Recommended regions included Chukotka, Irkutsk, Chita, Sakhalin, Krasnoyarsk, Maritime Krai, and Tomsk in the East of Russia; and Arkhangelsk, Pskov, Smolensk, Ivanovo, Republic Mari-El and Tver in the European part of Russia. It is recommended that this list be taken through a 2-step validation process.

Other Recommendations

The evaluation recommends a streamlined program organization in order to refocus predictably limited resources on the demanding agenda of the next project.

Specific technical areas of collaboration with external partners – international and bilateral donors, and Russian government agencies – are outlined.

Performance indicators by five outcome areas are developed, as a cross-walk between USAID /State Department Transformational Assistance Framework, the DHHS Child and Family Services Review, and the child welfare policy and practice priorities of Russia.

1. Introduction

For the past 20 years, the family in Russia suffered from deteriorating values, health, and resources. Some adverse trends, for example the increased divorce rate, alcohol addiction, and high mortality in working age groups predate the turmoil of the past 20 years. Others, such as steep growth of the percent share of children born to single-headed households, childbirths to teenage mothers, and economic vulnerability of young families exemplify the formidable challenge of sustaining child welfare in the post-USSR Russia.

The evaluated child welfare programs that USAID supported in Russia, targeted the following main constituencies: at-risk families, vulnerable children, providers of social services, and government agencies. These programs were designed to pilot, disseminate, and help institutionalize modern techniques of child abandonment prevention and professional support of vulnerable children, child welfare institutions, and substitute families. This report reviews program results and sets out recommendations for future program design.
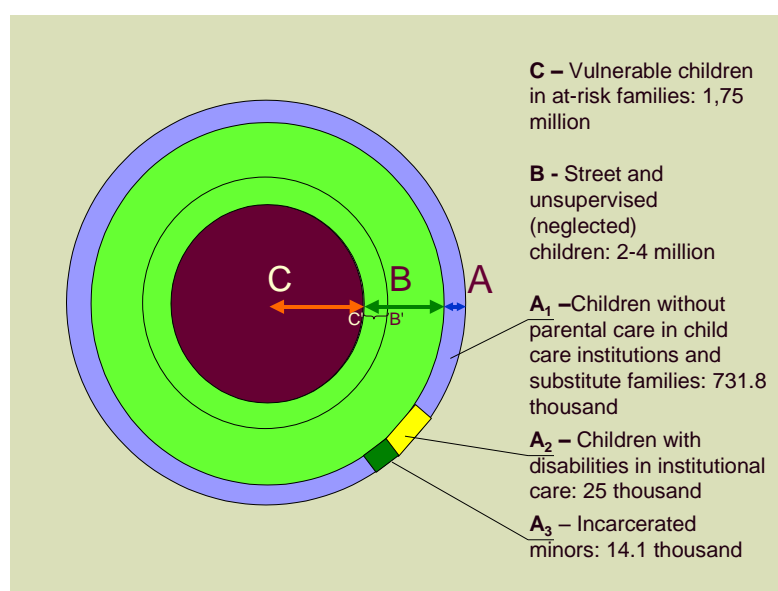

C – Vulnerable children in at-risk families: 1,75 million

B - Street and unsupervised (neglected) children: 2-4 million

A[1] – Children without parental care in child care institutions and substitute families: 731.8 thousand

A[2] – Children with disabilities in institutional care: 25 thousand

A[3] – Incarcerated minors: 14.1 thousand

Figure 1. Vulnerable Children in Russia, 2007

2. Background Analysis

2.1 Target Population

The problems of children without parental care[1] and other vulnerable children can be studied with sufficient accuracy in the visible tier of the population of interest. This tier (the outer rim A in Figure 1) reflects the 770.9 thousand 'actively managed' cases, including 731.8 thousand children without parental care in child care institutions and substitute families; 25 thousand children with disabilities in institutional care; and 14.1 thousand of juvenals in prisons and jails (*Rosstat, 2008a: 224, 280, 305*). There is also a latent tier (rims B and C): vulnerable children in families in crisis and without parental care who are not registered for rehabilitation, healthcare, education, welfare support, law enforcement, or any other publicly stated purpose. Rim B comprises a largely unaccounted population of runaway children ('street and unsupervised (neglected) children' in Russian terminology). Their estimated number varies widely between 2 million according to the Prosecutor's General Office, up to 3 million according to the Russia Children's Fund, and further up to 4 million according to the "For Childhood Protection" movement (*Alexandrova, 2008*). Rim C comprises vulnerable children who are members of in-crisis families. This tier of children's population is estimated at 1.7 million[2]. The estimated pool of vulnerable children in in-crisis families is 2.2 times higher than its

---

[1] Unless otherwise specified, the terminology of this report is aligned with the Glossary of Child Protection Terms (*UNICEF, 2008*) that defines relevant groups of vulnerable children's population and cross-references them to the international and Russia-specific legal, regulatory, and practice contexts. The all-inclusive term is 'vulnerable children'. These include children in in-crisis families and children without parental care. The latter category comprises (1) street and neglected children; and (2) children in child care institutions and substitute families.

[2] The estimation is based on the following assumptions: (1) All families nearing a break-up expose their children to the reality or high risk of neglect and abuse. (2) The average duration of the child vulnerability period in families in

---

known part[3]. The estimation is inflated by an un-defined number of families who managed to divorce without any negative impact on their children. The estimation is low by an undefined number of families who were not divorced nor lost their parental rights yet exposed their children to safety and developmental vulnerabilities. The main inaccuracy of the rim C assessment is likely to come from the randomly assumed length of the pre-divorce period that exposes children to physical and social sufferings or risks thereof.

2.2 Assessment of Need for the Support of Vulnerable Children

The estimation exercise presented in Subsection 2.2, highlights a measurement gap that renders most of the analysis of child vulnerability scope in Russia inconclusive. In the absence of either spot or time series measurements of children's populations in rims C and B (Figure 1), the total number of vulnerable children (rims C+B+A) cannot be known either. Furthermore, little is known about the cross-flows of children between the three tiers. Hence, most of the alarmist statistics, used in the policy and professional discourse, do not necessarily attest to the grown or non-declining amount of social strife in Russia's children population. Instead, those statistics may suggest an expansion of tier A 'at the expense' of tiers B and C, while the total number of children in all the three tiers may be declining.

Table 1. Selected Indicators of Children's Vulnerability in Russia, 1990-2007

	1990	1995	2000	2001	2002	2003	2004	2005	2006	2007
1. Newly registered children without parental care, 1,000	50.8	117.7	134.6	140.1	140.0	142.1	145.4	146.4	140.1	136.8
2. All registered children without parental care, 1,000	411.9	533.1	667.6	690.7	707.7	720.9	734.1	731.1	731.8	731.6
3. Child vulnerability incidence rate (Newly registered children without parental care as percent of children's population <16 years old)	0.14%	0.35%	0.47%	0.52%	0.54%	0.57%	0.60%	0.63%	0.62%	0.61%
4. Child vulnerability prevalence (All registered children without parental care as percent of children's population <16 years old	1.14%	1.59%	2.35%	2.54%	2.71%	2.88%	3.05%	3.14%	3.22%	3.25%
5. Incidence/Prevalence ratio (New cases as percent of all cases)	12.3%	22.1%	20.2%	20.3%	19.8%	19.7%	19.8%	20.0%	19.1%	18.7%

Compiled and computed from: (*Rosstat, 2008a: 31, 224*)

To illustrate the point, the number of newly registered children without parental care grew by 2.7 times in 1990-2007, from the annual 50.8 thousand to 136.8 thousand. The steep growth of this and other indicators in Table 1 can be a corollary either of the increased social adversity or improved case

---

crisis is two years preceding divorce. (3) One quarter of children in families in crisis join the category of runaway children before their parents divorce (the C´ - B´ part of Rim B). Based on these assumptions, the number of families who expose their children to safety and developmental vulnerabilities is the 1.5 years worth of divorces in Russia or 983.8 thousand families (those divorced in 2006 plus ½ of those divorced in 2007) (*Rosstat, 2009b: Section 11*). According to (*Minzdravsocrazvitiye, 2008*), 274.8 thousand families with 489.5 thousand children were registered with the Social Protection Offices as vulnerable families ("families in difficult life circumstances"). Hence, there are 1.78 children per vulnerable family. Applied to the previously estimated number of in-crisis families, this ratio puts the total number of children in rim C at 1,752.4 thousand persons.

[3] The 'known part' includes 489.5 thousand children in 'vulnerable families registered by welfare authorities; and children who live with the 172.6 thousand parents or guardians registered by the RF Interior Ministry who 'exert negative influence on their children' (*Minzdravsotsrazvitiye, 2008: 2*).

identification and child welfare services in Russia. An increased intake and retention of vulnerable children by residential and family-based care is in many ways a better alternative to keeping children on the streets or in outright abusive families. A caseload redistribution from tiers C and B to tier A_1 (if, in fact, present) can be seen as a positive trend in the support of vulnerable children in Russia.

A similarly ambivalent interpretation may be applied to the following frequently quoted statistics. The annual number of children removed from parents due to parental rights termination grew by 45.9 percent in 2000-7. The annual number of court decisions to terminate parental rights increased by 52.8 percent over the same time period[4] (*Minzdravsotsrazvitiye, 2008: 2*). Either the level of parental responsibility has declined (negative interpretation) or child abuse reporting has improved and state prosecutors and courts have become less lenient (positive interpretation). The same duality applies to the interpretation of the increased teen-age crime rates: from 0.8 percent to 1.22 percent for 14-15 year-olds and from 1.98 percent to 2.4 percent for 16-17 year-olds in 2002-7 (*Rosstat, 2008a: 299*).

Given the measurement gap in tiers B and C, there is not enough evidence to conclude whether the number of vulnerable children has been declining or growing in Russia over the past 20 years. However, the children's population size in tier A, compared to tiers B plus C suggests that the existing support of children without parental care covers 10-15 percent of the vulnerable children in Russia. The strengthening of welfare services that prevent child abandonment, neglect and abuse, as well as enable improved support of children without parental care is bound to remain an agenda where supply will continue to be significantly short of demand for years if not decades to come.

2.3 Trends in Child Vulnerability and Welfare Services

A calamitous combination of socio-demographic and economic risks generates a steady caseload of children without parental care of whom only 20 percent of children are orphans proper (the rest have at least one living birth parent). More specifically:

- Children are rejected at birth by mothers who are destitute; drug/alcohol addicts; came from children's homes and therefore lack basic skills of social adaptability; too young and immature; and/or gave birth to a sick child (*Trushkina, 2007*).

- Parents are unable to provide their children with adequate care and support, baffled by low income, poor housing conditions, alcohol addiction, and psycho-emotional disorders. Many children flee their birth parents or are removed from them. The annual number of parents, deprived of parental rights by court ruling grew from 35 thousand in 1999 to 56 thousand in 2004 and 65 thousand in 2007 (*Tsymbal, 2006*). The latent tier of dysfunctional parenthood is larger than the number of cases heard in court.

- Street children face the wall of social marginalization with the re-entry opportunities few and hard to access.

- Many children who are raised in children's homes, kinship custody, adoptive, or foster care are neither happy nor provided with adequate life skills: they frequently drop out to become street children; or graduate but fail to adapt and cope. Within the first post-children's home or post-technical school year, an estimated 40 percent of ex-orphans become involved in drugs, 10 percent commit suicide, and only 10 percent are considered 'normal' (*Endicott, 2006*).

---

[4] By 85-90 percent in other estimations.

Table 2. Child Welfare Services in Russia by Type, 1990-2007

Child Care Facilities and Family-based Arrangements		Percent of the total			Percent change by period:		
Type	Profile, Including Affiliation and Target Population	1990	2000	2007	1991-2000	2001-7	1990-2007
Orphans and children without parental care – Total		100%	100%	100%	165%	2%	169%
Including:							
1. In residential care institutions:		**27.5%**	**27.0%**	**21.3%**	**62.1%**	**9.6%**	**77.6%**
By type of residential care institution:							
1.1 Baby homes	MHSD[1]; abandoned children of 0-3 y.o.	1.0%	2.1%	2.0%	230.6%	4.8%	246.5%
1.2 Children's homes	MES[2]; residential facility for orphans and children w/o parental care of school age (3-18 y.o.); enrolled in regular schools	9.2%	10.1%	8.3%	79.4%	-9.9%	61.6%
1.3 Children's home-Schools	MES; residential and educational facility for orphans and children w/o parental care of school age (6-18 y.o.); also attended by children from local families	-	1.47%	1.04%	-	-22.1%	-
1.4 Boarding schools for orphans	MES; Children of 6-16 (18) y.o. are provided with room, board and education; not open to children from local families	6.6%	3.5%	2.4%	-14.8%	-25.0%	-36.1%
1.5 Boarding schools for regular children	MES; boarding schools for regular children 6-18 y.o. (with birth parents alive and present); reasons for placement include parents' temporary/periodic absence for work-related reasons; family crisis, illness, etc.	1.45%	1.37%	0.81%	53.0%	-35.3%	-1.0%
1.6 Boarding schools for children with special needs	MES; Children of 6-18 y.o. who are deaf, mute, suffer from disorders of muscular-skeletal system; normally with birth parents alive and present	9.2%	6.1%	4.7%	7.5%	-15.5%	-9.2%
1.7 [Unspecified] Children's homes	Can be residential facilities for mentally challenged children (otherwise termed 'psycho-neurologic children's homes'); These are administered by Social Protection Departments	-	2.29%	2.00%	-	-4.4%	-
2. In family care:		**72.5%**	**73.0%**	**78.7%**	**63.2%**	**18.1%**	**92.8%**
By type of family-based arrangement:							
2.1 Custody	Mostly kinship care	41.4%	49.3%	52.5%	93.0%	16.7%	125.2%
2.2 Adoption		31.1%	23.0%	20.9%	19.9%	-0.5%	19.3%
2.3 Family-type children's homes		-	0.07%	0.04%	-	-34.6%	-
2.4 Foster care	Foster parents are reimbursed for child care costs and provided with salaries	-	0.66%	5.28%	-	778.1%	-

1)   MHSD = Ministry of Health and Social Development
2)   MES = Ministry of Education and Science

Sources: (*Rosstat, 2008: 224*). Annotated profile of facilities and care arrangements: (*Ternovskaya, et al, 2009*).

Over the past 20 years, Russia continued to move from a predominantly institution-based to a mixed model of child welfare services. The key structural shifts in 1990-2007 (Table 2) can be summarized as follows:

- The share of orphans and children without parental care, placed with families increased from 72.5 percent to 79 percent. Correspondingly, the share of children in residential care institutions declined from 27.5 percent to 21 percent.
- Most of the reduction of residential care occurred in two types of institutions: (i) boarding schools for orphans that are not open to children from local families, and (ii) boarding schools for children with special needs (line-items 1.4 and 1.6 of Table 2). The trend toward mainstreaming orphans and children with disabilities is apparent.

- An almost twofold growth in the number of children in baby homes (line 1.1) has reflected the avalanche of child abandonment in the 1990's. A 20-percent growth in adoptions and more than a twofold growth in the annual number of child placements in guardianship in 1991-2000 (lines 2.2 and 2.1) offset only part of the inflow of abandoned children.

- Adoptions as percent of all children without parental care have declined steadily from 31 percent in 1990 to 23 percent in 2000 and to 21 percent in 2007 (line 2.2).

- Guardianship, mostly kinship care, has remained the main type of care arrangement: its share increased from 41 percent to 52.5 percent in 1990-2007.

- The newest and most dynamic type of support of children without parental care has been foster care. The annual number of child placements with foster families has increased from 4.4 thousand in 2000 to 38.6 thousand in 2007, or by 7.8 times (line 2.4).

In recent years, Russia's leadership has set forth two priorities for the next stage of child welfare policy and practice in Russia: to halve the number of children in children's homes (*Putin, May 2006*) and to strengthen prevention of child abandonment by means of comprehensive risk management and rehabilitation of troubled families and children at risk of neglect and abuse (*Medvedev, June 2007*).

3. Evaluation Findings

3.1 Evaluation Scope

The evaluation has included the review of USAID-funded programs of assistance to child welfare innovation in Russia. In addition to USAID program partners and results, the information has been collected on external donors working in the area, as well as Government of Russia programs and priorities. The resulting evidence helped identify gaps and develop recommendations to target limited USAID resources in the next program of technical assistance to child welfare in Russia. The USAID program review has focused on the following three programs:

(1) The Assistance to Russian Orphans (ARO) – a multi-prong program to prevent child abandonment and neglect, and improve developmental support of children without parental care by modernizing child welfare services in birth and substitute families as well as in residential institutions. The succession of ARO-1, ARO-2 and ARO-3 programs has spanned over the decade of 1998-2009. The current ARO-3 program has been implemented since 2006 in Tomsk region as the program implementation hub and in 12 more regions as sub-grant / replication sites. The National Foundation for the Prevention of Cruelty to Children (NFPCC) is the key Russian implementing partner and mastermind of ARO program.

(2) A set of family and child support projects managed in tandem by the US chapter of 'Doctors of the World' and the Russian NGO 'Doctors to Children' (DOW/DTC). Six projects have been supported directly by USAID/Russia since 1999. These projects are: 'Foster Family', Support of HIV+ street and unsupervised children and youths, Short-term residential support for stressed minors, Assisted living (social apartment) for vulnerable teenagers, Resource Center, and Prevention of HIV in street teenagers. Four more social initiatives have been implemented by DOW/DTC with sub-grants from ARO-3, since 2004, including Prevention of child abandonment by HIV+ mothers, Centers of Psycho-social support of minors, Occupational guidance, educational and job placement support of vulnerable children and youths, and Development of voluntary initiatives. The above listed projects have been implemented in St. Petersburg and selectively replicated in Leningrad Oblast and Chernigov, Ukraine.
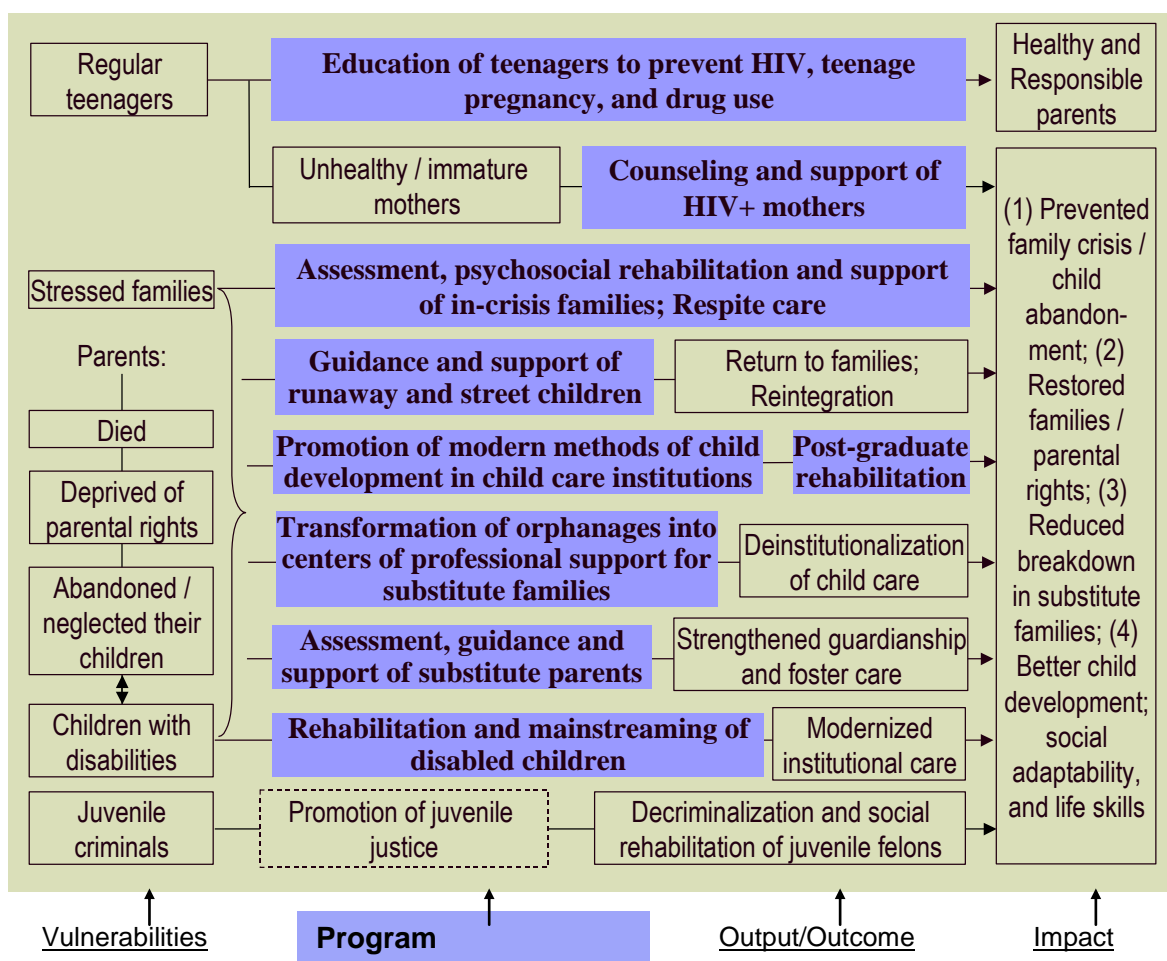
Figure 2. A Summary of Child Welfare Interventions, Piloted with USAID Support in Russia

(3) The child welfare spin-off of the Healthy Russia 2020 project, managed by the Moscow-based Healthy Russia Foundation. The child welfare component started in 2008 and included a set of guidelines, sensitization and training materials to promote healthy lifestyles among the vulnerable youths. The evaluation of this program was limited to one discussion and selective material review.

3.2 Summary Program Results

Figure 2 provides a schematic summary of the main lines of innovation piloted with USAID support. Child welfare programs supported by USAID in Russia have contributed to child welfare reforms by helping:

- Design and pilot a continuum of services that prevent child abandonment, neglect and abuse, and support children without parental care;

- Expand social work to the layer of child neglect and deprivation, previously impenetrable to modern welfare interventions: street children, children of HIV+ positive women, and children with severe disabilities have been integrated into the realm of competent professional support in the successful pilot sites managed by USAID grantees;

- Create a cohort of social workers who understand, believe in, and practice a pro-active approach to preventing child abandonment and neglect, and providing multi-disciplinary support to parents and children in substitute families;

- Contribute to the legislative and regulatory process in pilot regions to ensure institutionalization of the new strategies and methods;

- Strengthen the National Foundation for Prevention of Cruelty to Children (NFPCC) to become a stalwart promoter of new models of child welfare services; and a major advocacy, training, and capacity strengthening force;

- Support other innovative and enterprising NGOs with grants and knowledge sharing.

3.3 Program Best-practice Features

3.3.1 Multi-dimensional Integration of Child Welfare Services

All the supported interventions have been selected and piloted as part of an integrated model of child welfare management. The tested model complies with international standards as it is based on respect of children's rights; enables prevention of, and measured response to a broad spectrum of family and children's vulnerabilities; relies on social workers trained in modern methods of psycho-social assessment and care; and emphasizes community-based approach and coalition building. In program implementation sites, a higher level of integration has been achieved across social risks, child welfare stakeholders, and levels of government. Specifically:

- USAID-supported interventions have addressed a continuum of family/child vulnerability factors by focusing on: (i) prevention of child abandonment in the neonatal period and infancy; (ii) prevention of family crisis and child neglect/abuse by birth parents; (iii) rehabilitation of stressed families and at-risk children without removing them from their families; (iv) (temporary) removal of children from birth parents with placement in kinship care or other substitute families; (v) assessment, selection and comprehensive professional support of substitute families; (vi) mainstreaming of children without parental care and children with disabilities; (vii) support and reintegration of runaway children; (vi) social adaptation of graduates from children's homes and boarding schools for children with special needs. With reference to Figure 1 on page 1, the evaluated programs worked in all the three tiers of

child vulnerability in Russia, reducing (preventing) the 'inflow' of social strife, working with the 'stock' of abandoned and neglected children, and improving the quality of 'outflow' (graduates) from the system of child welfare services.

Table 3. Integration of Program Activities Across Three Levels of Government

Levels of Government	Innovation Areas			
	Selected Services	Policy and Administration	Training	Financing
Municipal	(i) rehabilitating stressed families; (ii) developmental support to children with disabilities; (iii) supporting vulnerable children with crisis counseling (telephone help lines) and by enriching their learning experience and pastimes in the school and community settings; (iv) strengthening substitute families; (v) social adaptation services for children without parental care, including assisted living (social apartments), guidance to independent living, psycho-behavioral, occupational, educational, and job placement counseling of vulnerable youths; (vi) comprehensive support of HIV+ mothers through early case identification, outreach services, assisted living, and child day care.	Implementing Case Management Approach: an interdisciplinary team process to (i) identify, assess, and control child vulnerabilities in birth-parents' families; and (ii) manage child welfare in substitute families and other care settings. Integrating volunteerism in child welfare initiatives. Regulatory and administrative change to integrate social rehabilitation centers in the social service of St. Petersburg municipalities.	(i) Establishment of local (inter-district) centers for in-service training of child welfare workers, particularly case management teams and supervisors. (ii) On-going training of volunteers. (iii) Training of substitute parents.	Introduction of competitive grants and performance-based grant management process. Assistance with the design of municipal programs in the family and child welfare area. Training community-based organizations in grant application and management skills to improve their fund-raising capacity.
Regional	Dissemination of new strategies and services to five rural districts of Tomsk oblast. Grant support of community-based initiatives in the rural areas. Dissemination of family and child welfare innovations, piloted in St. Petersburg to Leningrad Oblast.	Experimental design of care standards for three sets of services: 'Early identification of vulnerable families', 'Case management by a multi-disciplinary team of welfare professionals', and 'Crisis resolution based on network therapy'. Legislative, regulatory and administrative changes at the regional level to support child welfare reforms.	Creation of regional hubs of social innovation and professional training, including in-service training sites, resource centers, and first steps toward designing new curricula and reforming pre-service education of social workers.	Limited assistance to regional governments in the following areas: (i) introduction of budget planning, allocation, and performance-based control by caseload rather than provider capacity; (ii) guidance with grant management to promote competitive allocation of public funds; (iii) promotion of innovative methods of funding, including case-based financing and 'social voucher'.
Federal	Rollout of customized child care packages to 12 regions of Russia and Chernigov oblast of Ukraine, including interventions for children with disabilities and autism; support of extracurricular activities for vulnerable children; professionally managed family placement and substitute parents support.	NFPCC have become a key contributor to policy and technical discourse at the federal level. NFPCC experts are members of review panels and keynote presenters at the proceedings of the State Duma Committee on Family, Women and Children's Affairs; the Public Chamber of the Russian Federation (with the mandate to liaise between the federal authorities and the constituency); Ministry of Education and Science; and the newly established Foundation for the Protection of Vulnerable Children. The viability of the USAID-supported integrated model of family and child welfare has been acknowledged at the federal level. At the end of March, 2009, the State Duma Committee on Family, Women and Children's Affairs will hold its outreach session in Tomsk oblast to assess model replicability nationwide.		

Sources: *Egorova, 2009; Margiyeva, Voronina, 2009; Borzov, 2009; Yorik, Suvorova, 2009.*

Evaluation Findings

- Program activities have emphasized participation and team approaches involving all the stakeholders: parents and children, service providers, educators, the media, system administrators, regulators, and policy-makers.

- Pilot innovations have cut across all the institutional domains of the child welfare system. NFPCC and ARO-3 sub-grantees, including DOW/DTC have engaged with the private business sector to raise additional funding; with the NGO sector to support the most valuable local initiatives with sub-grants and to train NGO staff and volunteers in project design, fund-raising, public relations, and technical implementation; with the governments to tap into public funding and institutionalize the successfully piloted innovations.

- Program partners worked with municipal, regional and federal authorities to pilot new services, establish new management systems, modernize education, and raise funds to supplement the program. Table 3 summarizes experience of NFPCC, DOW/DTC, and other ARO-3 sub-grantees in spreading child welfare innovation across all the levels of the regulatory and administrative system.

- Program initiatives have consistently contributed to the strategic alliance between health, education, and welfare administrations in the broadly defined areas of family/child welfare.

3.3.2 Pragmatism and Diversity

USAID-supported programs of family and child welfare innovation in Russia have avoided self-indoctrination -- a valuable and rather rare accomplishment in the global experience of development assistance. Rather than saying "We know how", the message was "Here are some worthwhile options". Program designers and implementers steered clear of any single-minded, prescriptive approach. While acknowledging the antiquated legacy of Russia's child welfare system, they respected the currently existent mixed model as a product of the historical social compact and administrative paradigm, prevalent in Russia for most of the 20th century. Program strategists were also mindful of the transitional nature of the current child welfare system. They was an understanding of Russia's need for time to regain its identity as a society and redefine family and child welfare strategies as part of this self-identification process.

Cultural sensitivity as the cornerstone of program ideology has been developed into a set of winning technical designs and operational strategies. Particularly:

- Many of the program successes are attributable to the close collaboration with Russian partners that was established by the beginning of ARO-2 and sustained for the past eight years. A careful selection of key Russian partners; emphasis on sub-grants to local organizations; and unfaltering attention to the government and community relations are the highly commendable practices that embedded USAID-supported programs into the fabric of Russia's policy, administration, and professional practice. The exceptional technical quality of NFPCC and 'Doctors to Children' is the result of organizational nurturing in early stages of program implementation.

- Program implementation has been firmly based on the non-discriminating, inclusive approach to the existing system. Program partners have started new initiatives, set up new teams, and developed new techniques. Notably, many of these innovations have been grafted on the existing facilities that represent the conservative core of the Russia's child welfare system. Rather than joining in the widespread lament that children's homes and technical schools with a heightened percent of vulnerable youths in Russia are impervious to modern methods of child development, the Healthy Russia Foundation has engaged with at least five of them (in Sakhalin and Irkutsk Oblast) to demonstrate the

importance and techniques of healthy lifestyles promotion to at-risk teenagers. The DOW/DTC "Mama Plus" program worked in close coordination with regular maternities in St. Petersburg to reduce the stream of child abandonment by HIV+ mothers. Maternity staff have turned a willing ear to the new knowledge and made their facilities accessible to new social practice, whereas previously they would collaborate with social workers who would explicitly advise mothers to abandon their sick children[5]. The state-of-the-art methods of early child development have been applied to children with congenital disabilities in Baby Home # 13 in St. Petersburg by overhauling its professional content, human resources, and physical plant. As a result, a baby home (the type of facility that is normally associated with Russia's grim legacy of institutional child care), has significantly increased its caseload severity and succeeded in mainstreaming children with special development needs. Furthermore, this baby home has reformed itself into a highly professional bridge to adoption and foster parenting. An ARO-3 sub-grantee 'Stellit' has implanted its program of HIV prevention and healthy lifestyles promotion into two technical colleges in St. Petersburg. Technical colleges represent a hub of risky behaviors in teenagers and epitomize the withdrawn attitude in educators toward public health and social rehabilitation agendas. In summary, USAID-supported programs have matched new child rehabilitation and support strategies to the existing network of institutions. The archaic core of the child welfare system has become an interested participant rather than a suspicious bystander in the demonstration of modern methods. The advantage of this approach is an early buy-in where otherwise resistance could be expected. An empowering message has been sent that child development can be improved on the traditional organizational platform.

- With no preconceived preference for a particular system configuration, the USAID-supported teams have piloted an impressively diverse range of family and child welfare services. Figure 2 and previous review of program results lead to the conclusion that local initiatives have tapped into most of the pathways that social risks take to develop into child abandonment, neglect and abuse. This serendipitous achievement can be credited to two positive features of the USAID-supported programs: (i) Lack of rigid priority setting (corollary to the avoidance of a doctrinal approach); (ii) Preponderance of local initiatives over 'central design'. – Does this imply that programs drifted with the flow with no organizing idea in mind? –The answer can be deduced from program review, continued in the next subsection.

3.3.3 Program's Claim to Fame

The previous discussion has outlined essential strengths of program design, operations, and outputs. An important question is: What are program achievements at the outcome/impact level? – What would the program legacy be if programs are to end today?

> a. A regional child welfare reform designed, tested, and institutionalized: the success story of Tomsk oblast

In the program innovation hub in Tomsk, the multiple initiatives of piloting new services have produced a system-wide response at the policy level and led to a comprehensive regulatory and administrative change. The synthesis of many local initiatives into a coordinated change at the regional level has been greatly assisted by visual exposure of system leaders to the US model of child welfare services. Study tours that included both social work professionals and regional executives provided a vivid illustration of a symbiotic relationship that exists in the in the U.S. between the diversity of grassroots and professional innovation, on the one hand, and the uniformity of state-level regulations, on the other. This is a model,

---

[5] Instances of this anti-social intervention by 'social workers' were reported in Ulyanovsk oblast of Russia.

potentially adaptable to Russia's regions so long as regions continue to operate in a predominantly federalist paradigm of public administration.

In Tomsk, the Vice-governor's Executive Order of November 25th, 2005 and the regional Law "On the Adoption of the Special-purpose Program "Children of Tomsk Oblast' for 2007-2010" have endorsed the integrated model of family/child welfare based on a coordinated management of family/child vulnerability factors and child support and development. Particularly, regional laws and regulations have adopted the conceptual foundations of the new model, such as: (i) protection of child rights as the rationale for child welfare policies and practice; (ii) integrated view of the well-being of families and children; (iii) public mandate of care standards to prevent child abandonment and neglect; (iv) integration of data flows across all stakeholder agencies to enable case identification and management of support to vulnerable families and children without parental care; (v) focus on reintegration of vulnerable children in the society, including the previously marginalized children with disabilities; (vi) emphasis on family placement of children without parental care; (vii) professional guidance and economic support of substitute families; (viii) social adaptation of youths graduating from the child welfare system, including psycho-behavioral guidance and assistance with housing, professional education, and job placement; (ix) creation of the Department of Family and Child Affairs to integrate the health, educational, and welfare components of the support of vulnerable families and children; (x) A realistically paced and highly individualized approach to the transformation of the network of nine children's homes in the Tomsk region (*Tomsk Laws and Regulations, 2005-8*).

NFPCC and their Tomsk-based sister organization and ARO-3 sub-grantee "The New Development Foundation" (NDF) have defined the conceptual framework, language, and presentation format of the Concept Paper for the regional child welfare program in Tomsk. Dr. Egorova, President of NFPCC and Dr. Borzov, President of NDF were appointed to the regional Task Force to design the program and monitor its implementation. The program was a featured model program in the 2007 National Conference on Child Welfare supported by both the Ministry of Health and Social Development and the Ministry of Education. As of February 2009, program implementation has produced interim results that commanded attention at the federal Duma level.

An intensive professional exchange has been arranged under the ARO-3 program to expose a dozen of potentially interested regions to the innovative experience of Tomsk oblast. Reportedly, the study tours to Tomsk have proved an indispensable medium for direct knowledge transfer from pilots to prospective replication sites. The follow-up consultancies have been provided by Tomsk experts for a more limited number of regions who liked what they saw in Tomsk and wanted further assistance to develop terms of reference for local child welfare reforms.

The State Duma Committee on Family, Women and Children's Affairs has scheduled their outreach session for late March 2009 to examine the nationwide policy implications and replicability of the Tomsk experience. The region-to-region replication did not wait for a nod from the federal level and began two years ago, when up to 12 regions bought in the observation tours, policy and technical consulting, and training from NFPCC and their Tomsk-based counterparts.

Based on the above, it is accurate to conclude that the USAID-supported activities under ARO program in Tomsk have produced a multi-faceted change in the regional system of family/child welfare services. Innovative interventions have been designed to current international standards. They underwent practice-based validation. The regulatory, technical, and training tools and professional skills that represent these innovations constitute the most important outcome of the USAID-supported effort to modernize child welfare services in Russia. The new experience has a strong potential for nationwide replication. It can be strengthened further by supplementing new practices with standards of care and a monitoring and evaluation system.

b. Child welfare innovation as the promoter of civil society values in Russia

USAID-supported innovations thrive at the confluence of professionalism and activism. Volunteerism, still feeble in Russia, has taken root in many community-based initiatives supported through ARO-3 sub-grants.

While officialdom refers to child welfare in utilitarian terms of national security and future economic growth, Yana, a psychology student at Tomsk State University, remote from 'high considerations' of the national interests, keeps commuting to Bogashevo village twice a week, long past the end of her internship, just to share her skills and love with kids who escape to Day Care Center "Kristall" from the cruelty and emotional emptiness of their homes. Yana wants to make a difference and knows she can succeed by using knowledge from the modernized program of social service education, introduced at the Tomsk State University on an ARO-3 sub-grant.

Zoya Fomicheva, head of "Nezabudka", a Tomsk-based Public Organization of Parents and Guardians of the Disabled Since Childhood, runs her day care center on a mix of modest user fees and an immense resource of civic commitment and professional creativity. She earns her living in monetary terms as a neighborhood street sweeper. On a higher value scale, she earns her keep by enriching the daily lives of 15-20 children with Downs syndrome, cerebral palsy, oligophrenia, and schizophrenia. Kids, age 14 to 53 are recent or past graduates of one of the four "corrective children's homes" in Tomsk, in a system of institutional care that locks up children with disabilities for the formative stage of their lives and releases them with no coping or adaptive skills into the relentless social wilderness after they grow up. Ms. Fomicheva's achievement as the only and last-resort care taker for "her" children included teaching kids how to use public transportation for daily commute to the center, setting up an art studio where they learned painting and pottery; equipping a corner-of-the-room fitness center; and turning her kids into a competent and respected team of landscapers for the front and backyards of neighboring blocks of apartments. Ms. Fomicheva is constantly on the look-out for a better space for her center and more funding; she wishes graduates from the other three children's homes could be enrolled in her facility and more like hers could be set up. In the meantime, city bus drivers and riders throughout Tomsk have learned to keep an eye on the vulnerable passengers, ready to make room for them in the logjam of the rush hour traffic. City and regional administrators would call Ms. Fomicheva to apprise her of program funding opportunities, not publicized to a broader community of potentially eligible applicants. She is allowed to be flexible in defining her target population, so she could qualify for child welfare grants without discarding her customers in their fifties.

The Nevsky Drop-in Center in St. Petersburg was created by DOW/DTC to provide a 'low-threshold' (with few pre-qualifiers) access to basic health services, psycho-social support, and educational/ occupational guidance for street children and children on the brink of running away from their families. A young professional psychologist teamed up with even younger volunteers to provide services that range from de-lousing to health triaging, and psycho-behavioral assessment. – An 'extended family' with most of the family members changing daily. The motivational drive behind this initiative is hard to rationalize beyond the thought of pure kindness: gaining street kids' lives back, one day at a time; with little control over the ins and outs of their crisis situation, just dealing with problems that are in front of them now; and hoping that one day out of trouble adds to the odds of the street kids getting back on track. The remarkable feature of this initiative is that the young are caring for the young, countering the notion and, perhaps, the prevalent pattern of indifferent pragmatism in Russia's young generation.

Tomsk School #49 has set up the 'School of Collaboration', an after-class activity center that is very local in scope and very global in concept. With 25 percent of the student body enrolled from at-risk families, the school staff who masterminded the experiment have concluded that poor academic performance in

vulnerable children was corollary to their sense of rejection by their families and peers; an authoritarian attitude in teacher/student interactions; growing differentiation in income status among classmates, and an early developed sense of disenfranchisement from life opportunity (*Sorokova, Prudnikova, 2009*). Nine organizations, ranging from a local music school and district youth activity centers to the district education and social welfare boards, have formed a partnership and joined their policy, financing, and technical resources. An evolving set of projects was established to enhance at-risk child development with individual tutoring, extended-day team projects, an off-school social lounge, summer school, and crisis prevention guidance. The underlying concept behind all these activity formats was to teach children how to enhance their social and learning experience by relating oneself to the group or team in non-conflicting, tolerant, mutually respectful ways. This is a clear attempt at reprogramming the genome of divisiveness, cultivated under the guise of collectivism at the individual, family and societal levels.

All the reviewed innovations have been espoused by the ARO program: supported with sub-grant financing and professional guidance and supervision. Diverse as these experiences seem, they uniformly point at the second most remarkable achievement of USAID-funded child welfare programs: a new standard of kindness and caring has been demonstrated to, and willingly accepted by social work professionals and volunteers alike. New and unusual circuits of social cohesion have been triggered, aligning families with communities and bureaucracies. Social workers benefited from the opportunity to develop professionally and have been celebrating their professionalism while doing good. The child welfare programs may be among the very few effective efforts to rebuild Russia as a civil society from bottom up.

c. A stronghold of public diplomacy when not many others left

USAID/Russia welfare programs emerged unscathed from the past decade of a downhill drift in bilateral relations. Furthermore, working against the political current, these programs made headway towards more sustainable professional, academic, and community ties between the two countries. Dependent on the future dynamic, this collaborative area can serve as a springboard for further expansion of good will, or will become a beachhead of positive experience to hold until better times.

Two factors account for the positive role of the evaluated programs in fostering American-friendly sentiment among Russian officials, professionals, and communities:

(i) Obviously, the family/child welfare is an area where the authenticity of good will is at its most credible. Even when the agenda of substitute parenting, promoted by the American model and supported by USAID as an alternative to institutional care, attained bitter overtones in Russia in the context of tragic accidents in international adoption, xenophobic discourse was rebuffed by senior-level government officials.[6]

(ii) USAID/Russia have come of age in the past 10 years. An aggressive attack on the heritage of the Soviet past, typical of some project designs of the mid-1990's has been repealed for lack of political viability but also, in many cases, in belated recognition that reform assistance must target technical substance rather than organizational formats of a legacy system. The principles of cultural sensitivity, incremental change, and matching new content to existing forms have prevailed. Reliance on Russia's resources of professionalism and civic discretion has helped. A strategic shift from a heavy-handed / prescriptive to a consultative / empowering technical assistance has manifested itself in the previously

---

[6] Fifteen out of 50,000 Russian children adopted in the U.S. died since 1996 (*Levitskaya, 2008*). In 2007 alone, the RF Interior Ministry has registered 2.5 thousand deaths of minors at criminal attempts, mostly by birth or substitute parents or guardians. (*Minzdravsotsrazvitiye, 2008: 2*). Only 27 cases of lethal child abuse ended in criminal sentence (*Levitskaya, 2009*).

unseen accumulation of change and trust. The child welfare programs have been among the most successful promoters of the Technical Assistance as Partnership. The new type of a sovereign, internally motivated, and pragmatic user of US expertise has emerged in this program domain on the Russian side – a guarantor of long-term returns on the USAID effort, but also a resource of sustainable popular diplomacy in the U.S. – Russia relations.

The three program outcomes, reviewed in this section under subtitles (a), (b) and (c), place the evaluated programs firmly in the range of best-practice achievements at the country and E&E levels.

4. Development and Assistance Challenge

4.1 Need for Further Support of Child Welfare Innovation in Russia

Prospects for child welfare modernization remain uncertain in Russia for the following main reasons:

(1) The eight years of GDP growth have neither reduced the inflow of children without parental care nor increased their placement in family-based care. It seems, the child welfare agenda will not resolve itself as a corollary of economic growth in Russia. The current economic slump has re-emphasized the lack of sustainability in the structurally unreformed Russia's economy. This makes a positive nexus between economic resources and child welfare particularly ephemeral in the foreseeable future.

(2) The importance of professional support of competent parenting continues to elude the administrators and social workers in the child welfare system. The vast majority of child care takers in Russia, be they children's home staff, or birth and substitute parents or guardians, continue to grope their way through the intricacies of child development. The know-how of raising children to modern standards of psycho-social development and in compliance with children's rights has been demonstrated in several experimental sites, yet has not been embedded in practice nationwide. Resorting to business language, the market penetration remains limited in all the successful areas of USAID-supported innovation.

(3) The publicly regulated and managed system of child welfare services continues to be exposed to bureaucratic unpredictability as it swings from complete inaction to campaign-like attempts at sweeping change. To illustrate the point, closure of children's homes in many regions (in response to Mr. Putin's initiative to halve the number of children in residential care) has not been matched by a professional effort or infrastructure build-up to strengthen family-based care alternatives.

Arguably, the 2008 Federal Law #48 'On Guardianship and Custodial Care' (*RF Law #48, 2008*) has increased the regulatory and administrative authority of the regional governments. At the same time, several leading child welfare practitioners fear that the new law, effective since September 2008, will be applied at the regional level in ways, destructive to professionally supervised substitute parenting [*Ternovskaya, et al., 2009*]. The early signs of what this law may portend for substitute families and professional support organizations are summarized below:

- The encouragement of de-institutionalization may result in an indiscriminate closure of residential care facilities with no time for family-based care to mature into a substitute of acceptable quality. In many cases, local enthusiasts of the case management approach have learned to use children's homes as their organizational hub. If children's homes are eliminated indiscriminately, the new experience may loose traction with the system before a viable organizational alternative is enabled.

- There is a concern that prioritization of adoption and guardianship over foster care that some experts discern in the new law is likely to be used by the traditionally defined child welfare administration[7] to transfer children out of foster care against their or their substitute parents' will. Over the recent months, local bureaucracies, reportedly, started coercing foster care support teams to list 'their' children in the data base of children available for adoption. The immediate motivational and emotional damage for foster parents and, prospectively, an emotional trauma for children currently in foster care, are apparent.

- Once the welfare of children without parental care has been elevated to an agenda of national concern, the budgets of local child welfare administrations have been increased considerably in various regions (*Altshuler, 2008*). In the opinions of some experts, this sudden increase in financing has bloated funding beyond technical capacity for its productive use. 'Bureaucratic frenzy' ensued that has inflated the red tape while neglecting the need for increased professional staffing to ensure competent professional support of parents and children in adoptive and substitute families.

Foster care professionals predict a systemic setback that may arise from the new law. They have engaged with the legislature and key government agencies in an attempt to integrate a range of substitute family care into the evolving federal legislation. Professional opinions diverge as to whether the anti-foster care impetus of the 2008 law can be moderated. In the meantime, foster care agencies created under the regional '*patronat*' laws[8] are in limbo because the 2008 federal law limited their legality.

Since authority over application of the new law is placed with regional governments, there is a time-sensitive need to inform them on the USAID-supported new model of family-based care. Regional governments stand to benefit from the education on how to manage de-institutionalization at a realistic pace, such that competent, comprehensive, and continuous support of adoptive and substitute families is enabled before children's homes are closed out; and a lopsided child welfare policy (e.g., a bias for adoption at the expense of foster care) is avoided. Likewise, modern strategies and technologies to prevent child abandonment and neglect ought to be rolled out to ensure that increased funding at the regional level is matched to sound interventions. To get regional dissemination into high gear on a few-to-many ratio (from few pilot sites to most or all regions) is a development assistance challenge to be addressed in the near term.

4.2 Continue or Discontinue? – The Boost or Bust Dilemma of Further Assistance Planning

That Russian child welfare innovators need support when a reform setback is possible due to the regulatory ambiguity, described in Section 4.1, provides a *necessary* condition for further technical assistance. A *sufficient* condition, however, lies beyond Russia's need for help. The allocation of USAID funds across assistance pillars, countries, and programs is a competitive process that seeks to maximize assistance returns on a global scale of effectiveness and efficiency. A cost-benefit comparison of the evaluated programs with the rest of USAID/Russia's and USAID/Global portfolios exceeds the scope of this study. Nevertheless, an essential insight into the rationale for further support can be provided along the following lines.

---

[7] *Органы государственной опеки* in Russian – should be distinguished from innovative child welfare entities like Department of Family and Child Affairs in Tomsk oblast – promoters of modern strategies of child abandonment and neglect prevention and comprehensive professional support of parents and children in substitute families.

[8] … adopted in 42 regions in the recent years.

After the first 2-3 years of pilot demonstrations in multiple regions under ARO-1, the child welfare programs gained momentum. Cross-regional replication has begun in the past 2-3 years, and made important inroads into the policy, regulatory and practice environments of the 15 percent of Russian regions with the total population of 28.5 million persons. A modest leveraging of the USAID-supported replication activities from regional sources, attests to a continued interest in the pilot results that, as was shown in the previous chapter, amounted to essential elements of a regional reform package. The accomplishment of USAID-funded programs can be visualized as a BC section of the ABC child welfare innovation curve on Figure 3. The achieved point C can be viewed in a number of ways:
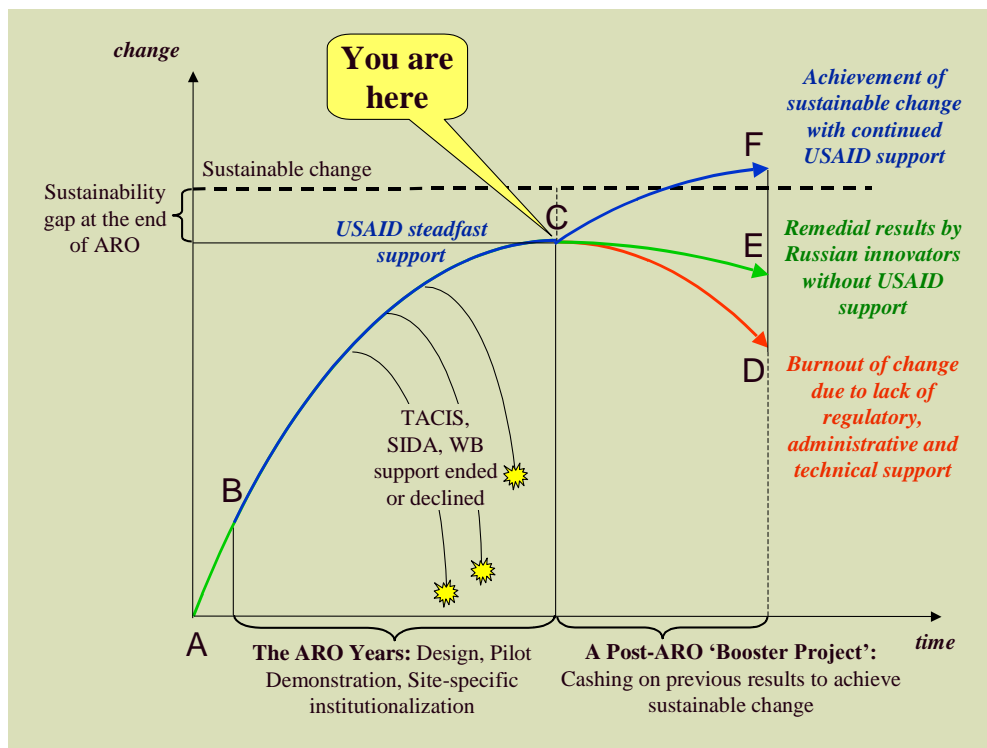
**Figure 3. The Boost or Bust Dilemma
of Further Assistance to Family/Child Welfare Innovation in Russia**

(i) It reflects the systemic success that USAID's unwavering support enabled as it continued past the achievement levels of other international donor programs. To be fair, many of those programs did not intend comprehensive change on a scale, targeted by USAID. Others, played their role within a limited time and budget framework. For example, the World Bank / Russia made an important contribution to pushing the child welfare system out of its lethargic position at the turn of the 21st century (*WB, 2002*). UNICEF has supported systemic change all along, however, with limited direct engagement in pilot design and demonstration.

(ii) It may be concluded, therefore, that point C is the pinnacle of international achievement in the decade-long effort of assistance to child welfare reforms in Russia. The progression along the upper half of this section can be credited in great measure to USAID steadfast support.

(iii) USAID progressed as far as time permitted. The achievement to date is approximating sustainable change yet remains short of it: point C lies below the dotted horizontal line of sustainable development.

From point C, the child welfare innovation can move to points D, E or F. The matching three scenarios are worth consideration:

- Point D reflects the worst-case scenario, whereby international support is discontinued, and the teams of Russian innovators find themselves in an untenable situation, confronted by a resource drought combined with an adverse policy and regulatory environment. The change burns out and the child welfare reform suffers a major setback if not an irreversible decline.

- Point E reflects an attenuated version of the 'point D' scenario. Russian hubs of innovation are left to their own devices and continue to use their professional faculties, including those developed with USAID support, to keep reforms on track. A feed of technical expertise into the nationwide and regional policy discourse, legislative process, and social work practice is likely to diminish. If the reform process boils down to a political campaign, promoted by zealous bureaucrats, the content will erode to the point when de-institutionalization will uproot thousands of vulnerable children, and a rushed and incompetent matching of children without parental care to adoptive and substitute parents will result in unaccounted child abuse and/or steep increase in breakdown rates and secondary abandonment. Similar to the worst-case scenario, this middle-ground scenario appears to be highly problematic.

- USAID support continues for the next 5 years and boosts the innovation from point C to point F. More regional administrators will be able to access technical advice at this precarious juncture in the evolution of child welfare policy in Russia. After the Law 'On Guardianship and Custodial Care' took effect in September 2008, the regional administrators have been presented with the following dilemma: (i) to access competent and constructive guidance on the application of the new law, plus get strong professional teams, quickly deployed to reinforce regional custody and guardianship administrations, or (ii) succumb to the political pressure and tack the issue in a simplistic 'do as you are told' way.

The continued support by donors with proven success record in the child welfare program portfolio appears to be mission-critical from two vantage points: (i) to close the sustainability gap and protect the legacy of achievement of the past 10 years; (ii) to help Russian professionals continue to advance the developments in the child welfare system rather than sliding backwards as may occur under the recent legislative initiatives.

The principle, learned by many Russian innovators in the past is to bemoan bureaucratic neglect of reforms, but fear sudden bureaucratic interest in the reforms. At the cusp when cumulative results of the 15 year-long change (including 10 years of USAID support) may attain sustainability or erode, continued technical assistance could be an investment with very high incremental productivity.

5. Recommendations for the Next Program

5.1 Considerations for Program Strategy

- *Further emphasis on the continuum of care for families, parents and the child*: At the conceptual and strategic level, it is recommended that the successor program of ARO-3 be designed to emphasize an integrated approach to the family and child welfare. 'Positive parenting' can be highlighted from the US experience as an umbrella concept that interconnects child, youth, and family development. Positive parenting provides a conceptual justification for the continuum of interventions piloted under the previous projects and worth replication at the next stage, including risk monitoring, crisis prevention, developmental support, social rehabilitation and re-adaptation, professional supervision and support of substitute families and practice modernization in residential care institutions. Based on the

US experience, positive parenting encompasses broad alliances of grassroots and professional organizations to advance public policy, sensitize families and interest groups, and promote practice excellence. Positive parenting seems to be the much needed conceptual integrator of the strategic and technical achievements in USAID-funded programs.

- *Program focus on the welfare policy agenda of Russia*: The objectives of the new program should be formulated with the focus on the current family/child welfare policy agenda of Russia. Such objectives may include as follows: (i) Informing government agencies, professional organizations, and community initiatives of the best-practice experience of the previous USAID-funded programs; (ii) Guiding Russian counterparts through the options of matching the successfully piloted tools to current priorities at the federal and regional levels; (iii) Providing a consultative support to all interested parties to help them achieve technical reforms set forth by Russia's political leadership, such as scaling back residential care, increasing the role of family placement, and mainstreaming the development of children with special needs. Program operational objectives would focus on disseminating the regional model of family/child welfare modernization to a defined number of regions, providers of services, and target populations. This model was successfully tested in Tomsk and enhanced with experience in St. Petersburg, Sakhalin and a dozen of early-stage replication regions.

- *Partner identification and coalition building*: Since the stakeholder environment in the family/child welfare area is much more diverse and vibrant now than at the time when previous programs were designed, a summary stakeholder analysis might be integrated in the new program design. The new program should be referenced to key institutions and policy/legal frameworks that have been established in Russia. If possible, relevant organizations should be co-opted as strategic partners for the next program. The partnership may vary from information sharing to technical coordination. A focused review of outputs from the outreach session of the State Duma Committee on Family, Women, and Children, to be held in Tomsk in late March 2009 is recommended to identify the points of federal-level interest in the ARO program legacy, and prospective allies for the successor program.

5.2 Illustrative Interventions

a. <u>Assistance with Transformation of Residential Care Institutions</u>

The single most important intervention for the months and years to come might be to assist Russia's regions in a historic transformation of residential care institutions (baby homes and orphanages) into substitute parenting agencies and care centers with flexible configuration and adjustability to evolving social risks and sub-contingents of vulnerable children.

For the past 8-10 years, USAID-funded programs had the 'convenience' of demonstrating alternatives to institutional care in an environment, held largely static by administrative and professional conservatism and lack of political initiative to change it. Starting in 2008, the policy backdrop has got on the move: there is a top-down push now to downsize the network of residential care institutions. This has created a time-sensitive if not urgent need to guide the regional authorities through the structural change planning, and children's home staff through re-defining their functions. In the absence of competent technical assistance at this important crossroads, a precipitous closure of child welfare institutions may lead to a rushed push for adoption and guardianship, which in turn would result in a critical lack of permanency in family-based arrangements for children without parental care.

The USAID-funded ARO-3 project pre-positioned themselves for addressing this need by having developed new content for children's homes and demonstrating it in specific pilot sites. Zyryansky Children's home and St. Petersburg Baby Home # 13 stand out as prospective centers of excellence, ready

---

to inform the rest of the administrative and practice community of the new ways of managing child welfare risks and services. A reformed children's home in Zyryansky District of Tomsk oblast has acquired a comprehensive functional range of adoption counseling, foster parenting support, and life skills development in children and youths without parental care. The resulting pilot facility has become a training site and a policy development center for the entire Tomsk region (*Shaido, 2009*). As its policy spin-off, Tomsk regional administration has designed a Plan of Reorganization of Children's homes for 2008-10. The remarkable feature of this plan is an incremental and variable approach to the transformation of each of the 11 facilities. Site-specific solutions include closure, merger, transformation into a substitute parenting center, a sanatorium, and a center for social re-adaptation of children's home graduates. The plan is complete with the capacity and occupancy projections by facility and implementation year (*Tomsk Laws and Regulations, 2005-8*).

Working on USAID-funded sub-grants, the Tomsk region has embarked on structural change ahead of the federal policy curve. Conversely, most other regions have been caught by surprise. Helping them through the tumultuous period of abrupt policy change is the critical need that USAID can address with confidence and pride, using its best-practice tools, pre-validated in the successfully implemented projects.

   b. <u>Design and Promotion of Service Standards</u>

Each innovation goes through two broadly defined stages: unrestrained creativity -- diversity being its hallmark, and standard setting. Transition to the second stage becomes possible and necessary after (i) an innovative experience has produced potentially viable solutions and tools; (ii) there is enough evidence to identify the best of them; and, therefore, (iii) time has come to select and integrate the best achievement into standard practice. By now, the USAID-funded pilots have attained the level of maturity at which transition to the standard-setting stage is in order. Delaying this transition will keep the child welfare system in flux for too long. Successful pilots will become increasingly exposed to the risk of innovation burnout and resulting setback in policy and practice.

The proposed standard setting activity represents a follow up from the work started under the current set of USAID-funded child welfare programs. An experimental design of a service standard for 'Early Identification of Vulnerable Families' was presented to the evaluation team in Tomsk (*Borzov, 2009*). The outlined service standard is in fact a case management flowchart. It is a relevant and proximal format but does not substitute for the service standard. Most elements of a properly structured service standard are missing. They would normally include: (i) Definition and presentation of the problem/condition (risk or onset of child vulnerability); (ii) Categorization criteria and threshold indicators by severity level; (iii) Evaluation protocol, tests and tools; (iv) Stepwise condition management approach by level of severity: this is where the presented case management flowchart fits; (v) Customer education guide; and optionally: (vi) Categorization and marker events of outcomes, from successful resolution to relapse; (vii) Guide to resources, skills, and technology.

The evaluation findings suggest that the current programs have made the first very important if timid steps toward developing service standards. Further support would be to help produce sets of standards that along with case management protocols would form practice guidelines for the providers of family/child welfare services. The overarching purpose is to reduce variance among same-service providers in resource levels, technical quality, customer satisfaction, and outcomes. Service standards are a conduit for practice management, professional education, licensing and accreditation, cost and budget planning, and regulatory compliance control. Standards provide a frame of reference for evaluating provider performance vis-à-vis peer group averages and sector-wide benchmarks. Service standards should be thought of as the innovation described, categorized and wrapped for replication.

To be realistic, care standards, even after they are developed in full (as proposed on p.21) will serve a limited function of guiding a handful of innovative professionals toward better care. To become of practical importance system-wide, care standards must rely on several enabling conditions: (i) they must be mandated; (ii) integrated into provider training; (iii) enforced through provider licensing or an alternatively defined credentialing process, and through compliance control (chart review, etc.); (iv) estimated for resource requirements and supported with adequate funding.

It is unlikely that any of these requirements are on the minds of policy makers in Russia as of now. Developing standards and presenting them to the practice, academic, and policy-making community is all the more important, because that's the necessary first step toward sensitizing the stakeholders on the importance of care standards and the systems for standards implementation. However, the agenda should be set wider than just standard development. It should also include stakeholder education on standard-based regulations of child welfare services, standard integration into training programs, and standard enforcement through professional licensing and compliance review.

The review of successfully piloted innovations, conducted during this evaluation, highlighted the following practice areas where innovative experience is relevant and complete enough to be solidified in service standards: (i) Abandonment prevention of neonates and infants; (ii) Crisis management assistance to families with children; (iii) Comprehensive professional support of parents and children in substitute families; (iv) Assistance to babies and children with special developmental needs; (v) Assistance with learning, socialization, and life skills development to vulnerable children and youths; (vi) Social support and rehabilitation of street and 'unsupervised' children; (vii) Re-organization management in baby homes and children's homes.

c. Strengthening Child Welfare Analytics and Data Tools

There continues to be a need for collecting evidence on intervention outcomes. To illustrate the gap, a Child Helpline Program in the rural Shegarsky district of Tomsk region has been integrated in the international movement of emergency hotline services but never conducted a feedback customer survey to find out who calls, why and with what results.

The situation will change if the sequel program sets out on an ambitious plan to replicate the successful pilot experience to a much larger part of Russia. The conservative majority of the child welfare system will have to be taken head on at this stage. Advocacy and dissemination strategies will have to rely on stronger evidence. Furthermore, the initially validated interventions will depend on evidence in their ability to self-develop and continuously adjust to the diverse needs in the initial pilot sites and nationwide.

The following areas of analysis and evidence production are recommended for support in the future:

- *A methodological framework and data tool to analyze family trends*. A Russian equivalent of the NCHS/CDC Survey of Family Growth may be piloted to inform policy-makers and professionals about cohabitation, marriage, divorce and remarriage trends. In the United States, the statistical predictors of stable family include the community with low male unemployment, and a wife who grew up in a two-parent home, is Asian, was 20 years of age or over at marriage, did not have any children prior to marriage, is college educated, has more income, and has a religious affiliation (*NCHS, 2002: 2*). The New Development Foundation, the NFPCC's twin organization in Tomsk, have complained that at-risk families get on their radar screen late into the family crisis, when parents' breakup and child neglect are hard to prevent. If the Foundation had a local equivalent of the US analysis of family risk factors, they would have mapped out family risks in a given geographic area and targeted pro-active case identification to at-risk neighborhoods and families. The survey tools, sampling strategy, implementation, and data analysis program could be pilot-tested initially in one city and one rural

district, for example Tomsk with the population of just under half a million, and Shegarsky district with the population of 15,000, both ARO-3 sub-grant sites.

- *Data as the key resource behind case management*. Case management has been applied in Tomsk to family crisis prevention and substitute parenting, and in St. Petersburg, to street children support. A review of data tools that underlie case management work with at-risk families in Tomsk, enabled the following conclusions: (i) the innovators rightly associate case management with a trail of information; (ii) information collection formats are limited to a hand-written narrative with structure and content at the discretion of case team members; an exception to this is a standard risk assessment scale that generates case-specific risk scores; (iii) all information is recorded on paper, i.e., in a 'case logbook' and 'case reports'. The overall conclusion is that both key aspects of information management (collection and transfer) are impaired by design. Collection of information is ineffective due to lack of uniform requirements to content and structure, and inefficient due to process reliance on paper formats and handwriting. Transfer of information is impaired due to lack of data storage, release, and use protocols.

  To help support case management with properly supplied information is an important task for the next project. The single most topical practice area where this work should be piloted is the case-based management of substitute parenting (in adoptive, guardianship, and foster families). At the technical level, the crux of the agenda is to design a case management database, complete with data entry screens, backend computational routines, and reports with hierarchical access by user type. NFPCC's website could be used for web-enabled access. However, storage capacity will have to be significantly increased on their ISP server.

- *Case Review* on a random selection of cases should be piloted as the single best way to control the overall quality of case management; to assess the adequacy, completeness, consistency and security of information; and to monitor information transfer and coordination across stakeholder agencies.

- *Customer Feedback Assessments*. Telephone help line services will immediately benefit from a self-administered user survey, based on a questionnaire that could be addressed to children and parents and published in a local newspaper along with a pre-addressed and pre-paid envelope.

- *Program impact assessment based on panel studies*. Cohorts of substitute families, children with disabilities, and children without parental care could be selected and tracked over many years to understand the impact of new models of welfare services on the permanency of substitute families, child development, and level of educational, social, and career achievement of orphans since childhood. This research should be referenced to prior assessments of dysfunctional adulthood of graduates from Russia's children's homes[9]. Given the long time span of panel studies, they should be anchored in universities. Of particular interest might be experimental design, whereby an 'intervention' cohort would be compared to a 'control' cohort, i.e., families and children, served by an unreformed system of welfare services.

- *DALY analysis*. Disability-adjusted life years (DALY) is an important metric, widely used to estimate the impact of human development programs. DALYs can be successfully applied to an integrated measurement of socio-demographic gains from modernized family and child welfare services. Stronger health, more successful development, and better life skills can all be expressed as a cumulative gain in DALYs per program beneficiary. DALY-based research can rely on panel studies outlined under the previous item. DALY-based methodology prioritizes human life as the ultimate objective of social programs. In the Soviet paradigm, human life was regarded as the conduit to

---

[9] For example, (*Endicott, 2006*).

productive capacity and economic growth. Economic estimations can be derived from DALY gains by monetizing employability (a corollary of health, education/skills, and behavioral normalcy) into average annual earnings and additional total earnings per number of life years gained.

The proposed studies will strengthen the evidence-based approach to program design and implementation. This innovative research will raise best practice standards for program assessments in the USAID/Russia and E&E program domain. Last but not least, it will bridge the impact assessment gap, identified by the World Bank in child welfare assistance in Russia.

d. Creating an Integrated Resource Center

Major donors (the World Bank, UNICEF) and key USAID partners brought up the need for an integrated resource center with information storage, dissemination, and analysis functions. The following requests were voiced in the context of this idea: (i) Compile an inventory of family/child welfare models, best practices, and services piloted across Russia over the past decade. (ii) Create a library of downloadable documentation, including legal and regulatory sources, technical guidelines, service standards, program and media reports. (iii) Upload pertinent datasets including officially reported statistics, survey and research datafiles. This request has been largely addressed by the existing websites such as NFPCC's www.sirotstvo.ru and the 'Our Family' Foundation's www.pro-mama.ru. (iv) Establish a blog capacity for an on-going professional discussion and periodic summary review and methodological guidance by appointed experts. (v) Upload a directory of stakeholder organizations, including government agencies, think tanks, and providers of services from public, non-government, and private sectors. Most of these functions can be performed in the generally defined mode of web-enabled knowledge management.

e. Strengthening Child Welfare Workforce

The reviewed programs have developed in-service training for policy makers, system managers, and providers of services. The strength of this work has been in the diversity of training formats. Policy workshops, technical seminars, and study tours have been applied with equal success both in the program innovation hubs and in a dozen of regions. The cascading effect (training of trainers) has been achieved from NFPCC to Tomsk and St. Petersburg. It is unclear whether replication sites in other regions have developed their own training capacity to spread the innovation further.

It is strongly recommended that the training agenda be supported and expanded under the future program. Two lines of activities are proposed:

(1) In-service training should be expanded by developing a training base in replication sites and by designing on-line courses as a continuing education resource.

(2) The existing system of basic education of social workers should become engaged in change through the following incremental steps:

- Review advanced academic programs in social work vis-à-vis US best practice;

- Develop a standard-setting curriculum and syllabi;

- Pilot a second degree program in social work to attract experienced professionals from other fields;

- Develop 'magnet programs' in one or two universities to validate new curricula and train faculty;

- Pilot an accreditation process for schools/programs of social work.

The regulatory basis for these activities should be carefully ascertained. There is a widespread opinion that nothing can be touched in the existing system of higher education without endorsement from the Ministry of Education and Science (MES). The World Bank has recommended engaging with an influential school such as Moscow State University to develop early buy-in and support at the federal level. Given the assistance that Tomsk State University received under ARO-3 program to upgrade its social work education program, USAID may consider negotiating with the MES an official approval of further collaboration with Tomsk State University along with support of Moscow State or another university recommended by MES.

f. Strengthening Professional Community and Leadership

The evaluated programs have made a sizeable contribution to the strengthening of the NGO sector in Russia. Capacity development seminars, one of the most demanded products of technical assistance under ARO-3 have been regularly conducted for several years to teach program design, grant-based management, and performance-based internal controls to USAID sub-grantees.

Key Russian partner organizations, particularly, if elevated to primary grant recipients under the future program, would also benefit from selective organizational support. Based on a rapid assessment of organizational needs, conducted as part of this study, even experienced professional entities will gain from adopting a management accounting system. Such a system needs to be designed in order to match activities and outputs to resources and costs. A hybrid activity-based costing / cost center-based system of cost tracking will enable proper pricing and budgeting of project activities. So far, this has not been done in part because neither the federal government, nor international partners allocated grant funding at partner's full cost. Overheads, such as space lease and part of labor, have been consistently excluded from reimbursement. The proposed management accounting system will be the first step toward full reimbursement as it will establish an accurate accounting of unreimbursed costs. Furthermore, a simulation model can be programmed in such a system to facilitate flexible management of unreimbursed costs, e.g., either by cutting them back, or shifting them to a sponsor with more generous financing terms, or maximizing reimbursable outputs on the existing resource base.

The US experience of professional leadership should be used more actively in the next program. Social workers and other interest groups in Russia would benefit from creating a professional consultation mechanism similar to the American "Quality Assurance in Child Welfare" (QACW). This is a multi-organizational panel of experts that operates in the conventional and virtual conferencing mode. They maintain a set of continuous quality improvement guidelines, and provide policy advocacy at the state and federal levels.

A two-week executive leadership study tour is recommended to get the leaders of the Russian community of social workers to meet with the constituent organizations of QACW, including U.S. DHHS Children's Bureau, E.Muskie School of Public Service, Child Welfare League of America, Council on Accreditation of Services for Children and Families, and National Association of Public Child Welfare Administrators.

5.3 Geographic Focus

The next program should have a strong focus on disseminating best practice experience to more regions of the Russian Federation. A careful selection of additional replication sites is an important aspect of viable program design.

According to a widely held opinion, regions represent the most productive geographic and administrative tier for disseminating new models. As Vice-governor of Tomsk Oblast put it, "accumulating a critical mass of innovation at the regional level is important for keeping the federal center from making mistakes". In a more sobering observation by one of Russia's leading experts, adoption of the 2008 law on guardianship and custody (that discarded foster parenting and the regional laws that support it in over
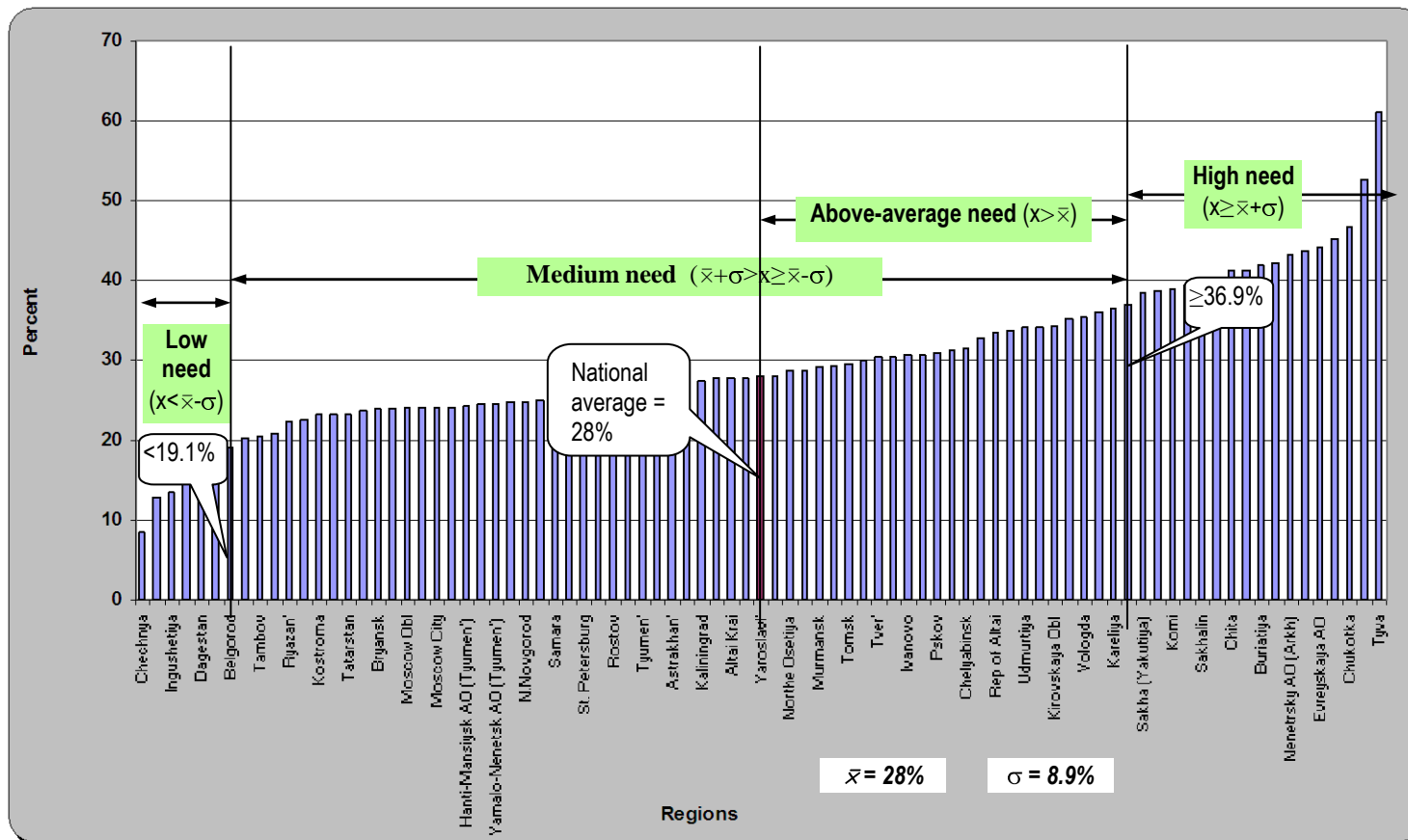
Figure 4. Variance of Need for Child Welfare Support by Region of the Russian Federation: Live Births to Single Mothers as Percent of the Total, 2007

20 territories of the Russian Federation) proves that the federal government can still act in blunt denial of the political and professional will of the regions. Nevertheless, rallying regions behind the new model is important. Regions have some regulatory and administrative leeway to help families and children even when an adverse legislation is handed down to them from the federal level. The heavy-weight advocates of the new model, like NFPCC, use regions' track record of successful innovation as a politically credible frame of reference in their push for nationwide reforms.

The geographic dimension of the new project design entails the following aspects: (i) approach to region selection; (ii) number of regions to be covered; (iii) scope and intensity of effort per region.

The recommended approach to region selection is based on a balanced mix of criteria that reflect need and demand. Many a donor program has been rendered ineffective by the failure to translate need into demand. Demand, in turn, is the function of leadership, resources, and prior experience.

Table 4. Clusters of Russian Regions, Based on a Three-Stage Grouping

	(1)	(2)	(3)	Target			(1)	(2)	(3)	Target
1 Chechnya	8.4					43 Yaroslavl'	28.0	B_1	+	
2 Kabardino-Balk	12.8					44 Kaluga	28.1	B_1		
3 Ingushetiya	13.4					45 Northern Osetiya	28.7			
4 Voronezh	15.7	A				46 Novosbirsk	28.7	B_1	+	
5 Dagestan	16.6					47 Murmansk	29.2	B_1		
6 Penza	17.1	B_1				48 Omsk	29.4	B_1		
7 Belgorod	19.2					49 Tomsk	29.6	C_2	xx ++	P1
8 Karachaevo-Cherk	20.3					50 Leningrad Obl	30.0	B_1		
9 Tambov	20.5	B_1	xx +			51 Tver'	30.4	E	xx ++	P2
10 Mordoviya	20.9	B_1				52 Mari-El	30.4	E	+	P2
11 Ryazan'	22.5	B_1	+			53 Ivanovo	30.6	B_2	+	P2
12 Lipetsk	22.7	B_1				54 Smolensk	30.7	E	++	P2
13 Kostroma	23.2	B_1	+			55 Pskov	30.9	E	++	P2
14 Oryol	23.3	A				56 Novgorod	31.4	D	++	
15 Tatarstan	23.3		+			57 Chelyabinsk	31.6	B_1	+	
16 Kursk	23.7	E				58 Sverdlovskaya Obl	32.9	B_1		
17 Bryansk	23.9	B_1	+			59 Republic of Altai	33.5			
18 Kalmikya	23.9					60 Kemerovo	33.6	B_1	xx	
19 Moscow Obl	24.1		+			61 Udmurtiya	34.1	A	++	
20 Chuvashiya	24.1	B_2				62 Primorskiy Krai	34.1	B_2		P2
21 Moscow City	24.2	C_1	++			63 Kirovskaya Obl	34.4	B_1		
22 Adigeya	24.2	A				64 Kransoyarsk	35.3	B_2	x	P2
23 Hanti-Mansiysk AO	24.3	B_2	+			65 Vologda	35.4	A	+	
24 Bashkortostan	24.5	C_2	++			66 Republic of Khakasiya	36.0	A	+	
25 Yamalo-Nenetsk AO	24.6	A				67 Kareliya	36.5	C_2	++	
26 Krasnodar	24.8	E	++			68 Kamchatka	37.0		+	
27 Nizhniy Novgorod	24.8	B_2	+			69 Sakha (Yakutiya)	38.5			
28 Stavropol	24.9	A				70 Arkhangelsk	38.8	E	++	P1
29 Samara	24.9	B_1	+			71 Comí	38.9	B_1	+	
30 Tula	25.3	A				72 Amurskaya Obl	39.4	A	xx	
31 St. Petersburg	25.7	C_1	xx ++			73 Sakhalin	39.9	B_2	+	P1
32 Ulyanovsk	25.7	B_1	+			74 Aginsky Buryatsky AO	40.1			
33 Rostov	26.1	B_1	+			75 Chita	41.2	B_2		P1
34 Orenburg	26.1	B_1	+			76 Khabarovsk	41.2	B_1	xx	
35 Tyumen'	26.3	B_2	++			77 Buriatiya	41.9	B_1		
36 Saratov	27.2	A				78 Magadan	42.2			
37 Astrakhan'	27.3	A				79 Nenetsky AO (Arkh)	43.3			
38 Kurgan	27.3	C_1	++			80 Perm'	43.6	D	++	
39 Kaliningrad	27.4	D	++			81 Evreyskaya AO	44.2		xx	
40 Volgograd	27.8	B_2	+			82 Irkutsk	45.2	B_2		P1
41 Altai Krai	27.8	B_2	xx ++			83 Chukotka	46.7	E	+	P1
42 Vladimir	27.9	C_1	++			84 Ust'-Ordinskiy Buryatskiy Okrug (Irk)	52.7			
						85 Tyva	61.1			

Legend:

 (i) *Percent share of children born to single mothers*: regions sorted in ascending order; regions ## 1-7: 'low- need', regions ## 8-67: 'medium-need', regions # 68-85: 'high-need'.

(ii) *Categorization by level / sustainability of innovation*: see Figure 5 for category definition. This categorization is based primarily on regions' innovative experience with modern systems of substitute parenting.

(iii) *Exposure to collaborative experience*: xx – ARO-3 sub-grants; x – regional training by NFPCC (*ARO-3,2008*); + - local experiments with modern systems of substitute parenting. ++ - recipients of intensive assistance with modern systems of substitute parenting from 'Our Family' Foundation.

a. Need Variance

The basic assumption is that the need for child welfare support is proportionate to child welfare risks. A multivariate analysis of such risks is yet to be conducted for Russia. In the meantime, one risk variable stands out as a good proxy of child vulnerability – percent share of live births out of wedlock. While the statistical significance of this variable is unknown (for the aforementioned absence of multivariate modeling), at the logical level its high explanatory power seems unassailable. Figure 4 helps visualize the min/max variance range and distribution pattern of Russian regions according to this variable. Table 4 provides numeric values.
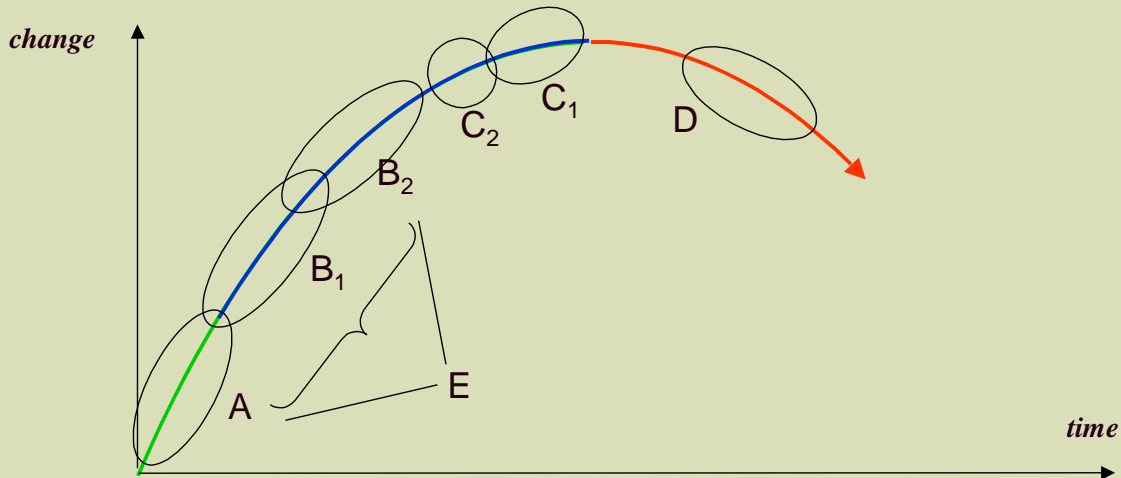
Category synopsis:
A – Regions with no innovative formats of child welfare work; and with traditional ones at rudimentary level.
B_1 – Regions with traditional child welfare services at some level of development, but no innovative approaches.
B_2 – Regions where traditional child welfare services are supplemented with sporadic innovation.
C_1 – Regions with a long record of child welfare modernization; reached plateau in their innovative development.
C_2 – Regions with a long record of child welfare modernization; continue to grow and develop.
D – Regions with a long record of child welfare modernization; maxed out and have been experiencing a setback for the past 2-3 years. Observed innovation burnout is due to regulatory uncertainty.
E – (i) 'All-over-the-map' regions: sparks of innovation amid prevalent conservatism; (ii) regions that are 'too early to call': trying to decide which way to go; may have prospects to succeed on a path to reforms.

Regions categorization from: *Ternovskaya, 2009b*

**Figure 5. Categorization of Russia's Regions,
Based on Comparative Dynamic of Innovation in Child Welfare Services**

All regions have been categorized into high, above-average, medium, and low-need groups according to the share of children born to single mothers. The border lines between the high, medium, and low-need groups were drawn at the national mean +/- one standard deviation.

b. Demand-based Categorization

Findings from an *ad hoc* analysis of comparative dynamic of child welfare innovation by region (*Ternovskaya, 2009b*) have been used to arrange regions in seven groups, by their location on the 'Innovation Adoption and Sustainability Curve' (Figure 5).

    c. Prior Experience of Collaboration with Major Reform Centers

This is an important if ambivalent criterion. On the one hand, it highlights regions that have received significant technical support and, perhaps, should be asked to give way to those who have not. On the other hand, those who proved to be effective users of such support in the past, should be seen as strong collaborative partners for the future. Their continued participation may be important from two viewpoints:

(i) regions with a proven record of collaborative performance are the best partners under limited and/or declining funding; (ii) it would make sense to consider an advanced reform region for further support in order to develop them into an inter-regional dissemination hub and help them get started in that capacity.

Regions' ranking by prior collaborative experience is based on the regions' history of collaboration with NFPCC and top-quality reform centers outside USAID purview.

    d. Regions Rating, Grouping and Selection

The resulting rating chart (Table 4) reflects sequential application of the three criteria: need – innovativeness/sustainability status – prior exposure to collaborative experience.

The targeting approach is based primarily on selection criteria 1 (need) and 2 (innovation record). Two groups are formed with the following summary specifications:

- P1 – Priority group 1: high-need regions with sporadic innovation present and likely favorable settings for further reforms (categories B_2 or E). Tomsk is in this group as a prospective dissemination hub for the East of Russia. Direct support of Tomsk as a pilot region should decline.

- P2 – Priority group 2: above-average need; sporadic innovation present and likely favorable settings for further reforms (categories B_2 or E).

The resulting short list of pre-selected regions is presented in Table 5. The following steps are recommended to validate this short list:

- Assessment of local leadership at the political and executive levels: A competent and relatively unbiased opinion on the child welfare leaders in over 20 RF regions can be obtained from the Moscow-based Inter-regional Association of Children's Ombudsmen. Mr. Alexei Golovan', the Association's Chairman agreed to provide a comparative insight into this agenda. His opinion should be cross-checked with the collaborative records of USAID/Russia and USAID program partners in the child welfare and other program areas.

- 'Motivational activities' would have to be targeted at the key stakeholder representatives of the pre-selected regions to assess their response and prospective commitment to collaboration. These activities may include a conference and a study tour to an advanced pilot region.

- The number of regions would have to be established based on program resources and a tiered approach to regional collaboration: various regions would be engaged at different levels of activity and resource requirement.

Table 5. A Short List of Regions for the Next Project

Regions	Summary Specifications	Priority Category	Selected Reference Statistics, 2007			
			Population, 1,000	Live births to single women, %	Divorce rate	Population below regional poverty rate, %
East of Russia						
Chukotka	Very high need under demographic implosion (2007 population is 32% of 1990) and extremely unstable family. In Feb. 2009, the Social Policy Department of the Government of Chukotka has issued a letter, stating their resolve to develop a professional substitute parenting service. This region is worth examining as a promising site for a public/private partnership in child welfare	P1	50	46.7	0.83	12.8
Irkutsk	High need; sporadic local innovation; no collaborative experience	P1	2,508	45.2	0.55	18.5
Chita	High need; sporadic local innovation; no collaborative experience	P1	1,119	41.2	0.51	23.2
Sakhalin	High need; sporadic local innovation, including with professional support for substitute parenting; no collaborative experience except with HR 2020	P1	518	39.9	0.61	12.8
Krasnoyarsk	Above-average need; sporadic local innovation, including within professional support for substitute parenting; no collaborative experience	P2	2,890	35.3	0.65	16.6
Maritime Krai	Above-average need; sporadic local innovation; no collaborative experience	P2	1,996	34.1	0.60	21.9
Tomsk	Above-average need; advanced level of innovation; continued growth and development; prospective dissemination hub for the East of Russia	P1	1,035	29.6	0.59	13.6
European Russia						
Arkhangelsk	High need; possibly, favorable prospects for change; recipient of intensive assistance with modern systems of substitute parenting	P1	1,272	38.8	0.55	16.9
Pskov	Above-average need; possibly, favorable prospects for change; recipient of intensive assistance with modern systems of substitute parenting	P2	706	30.9	0.53	17.3
Smolensk	Above-average need; possibly, favorable prospects for change; recipient of intensive assistance with modern systems of substitute parenting	P2	983	30.7	0.58	17.9
Ivanovo	Above-average need; s local experiments with modern systems of substitute parenting	P2	1,080	30.6	0.53	31.9
Rep. Mari-El	Above-average need; possibly, favorable prospects for change; local experiments with modern systems of substitute parenting	P2	703	30.4	0.46	27.6
Tver'	Above-average need; possibly, favorable prospects for change; recipient of intensive assistance with a wide range of child welfare interventions, including modern systems of substitute parenting	P2	1,380	30.4	0.51	14.8
Addendum: **Russian Federation - Total or Average**			**142,009**	**28.0**	**0.54**	**13.4**

Sources: *Rosstat, 2009; Rosstat, 2008b.*

5.4 Program Targets and Indicators

With reference to the current USG Foreign Assistance Framework, the evaluated and future programs of family/child welfare are part of 'Investing in People'. Within this assistance pillar, the child welfare interventions supported in Russia fit in the program area 'Social Services and Protection for Vulnerable

Populations' (*U.S. DoS / USAID, 2007: 58*). Programs neatly match the main USG objective in this area, namely "Help especially vulnerable populations manage risk and gain access to opportunities that support their full and productive participation in society". Current interventions and those recommended for the future resonate with the following program components of 'Investing in People':

- Increase the capacity of local service and advocacy NGOs, and professional social workers;
- Establish family and community-focused service models;
- Develop appropriate service protocols and methods;
- Improve public understanding and sensitivity to the needs of the vulnerable (*U.S. DoS / USAID, 2007: 64*).

Based on the above, it will be accurate to conclude that the current and recommended program activities are well aligned with the USG Foreign Assistance Framework at the level of assistance pillar, program area, and program components.

The next hierarchical level of target setting would be program results and monitoring indicators. The USAID 'doctrine' of results-oriented assistance is that of partnerships: "A distinguishing characteristic of assistance instruments is that they create a partnership relationship. In this partnership, both USAID and its Development Partners contribute to the formulation and refinement of the results to be sought, just as both will be cooperating to achieve these results" (*USAID, 2002*). The implication of the outlined logic is that USAID results must be reflective not only of the technical assistance but also of the performance of the recipients of this assistance. Since providers of services are among USAID sub-grantees, program results must be directly linked to the performance of Russia's family/child welfare system. Not only the scope of innovation should be reflected but also how this innovation has impacted on the well-being of families and developmental achievement of vulnerable children.

This logical framework exposes USAID and its implementing partners to the risk of sub-optimal performance due to uncontrollable externalities. For example, the Federal Law #48 "On Guardianship and Custodial Care", if it proves to be as destructive as some experts fear, will create a setback in the number of children placed with foster families. At the same time it may increase the number of child placements in kinship care and adoption. However, the quality of those rushed arrangements would be uncertain, and breakdown and secondary abandonment are likely to go up. These controversial projections pose an operational challenge: the next program must rush its effort to disseminate new models of substitute parenting to more regions, so that regional child welfare administrators could be quickly educated to become responsible and competent implementers of the new law, rather than campaign-driven bureaucrats. Obviously, there is also a performance monitoring challenge: what indicators to choose to capture the effort, and the output, and the outcome, while keeping the measurement framework reasonably immune to environmental adversities beyond program control?

With these cautionary considerations in mind, the evaluators have outlined indicators summarized in Table 6. The proposed set of system and program indicators is predicated on a certain monitoring and evaluation capacity to be developed as part of the next program effort. This should include as follows: (i) A case review protocol and its centerpiece, a case chart template – a one-page form that a case reviewer would use to produce a succinct case data summary. (ii) An organizational survey tool to monitor professional competencies and resources at the level of provider organizations and child welfare departments. (iii) A policy/legal/regulatory review tool to assess the system-level support for new services. (iv) Data tools developed as part of the operational capacity of a modernized system of child welfare services will be actively used in the M&E process, particularly, substitute parenting database, and case management records.

Table 6. Performance and Outcome Indicators for Child Welfare Programs and Services

#	Indicator	Type / Unit of Analysis[1)]	Measure	Design / Evaluation Activities; Additional Comments
**System Outcome 1: Children are protected from abuse and neglect**				
1.1	Timeliness of investigations	System performance (2,3)	Quantitative: Percent reviewed cases of neglect or abuse; Response standard can be differentiated by incident severity level, e.g., high –24 h; medium – 48 h, low – 72 h	Randomly reviewed cases (every 12 m.) in a given jurisdiction; a 3-tier severity scale to be designed. This is an indirect measure of effectiveness of sentinel event reporting (inverse to % of high-severity cases); and direct effectiveness measure of early response.
1.2	Maltreatment recurrence	System performance (1,3)	Quantitative: Percent of reviewed cases in which a victim of substantiated or indicated neglect or abuse had another report within 6 months.	Randomly reviewed cases (every 12 m.) in a given jurisdiction. A direct measure of effectiveness of remedial action.
1.3	Service standards developed and integrated into provider's standard operating procedures	Program performance (4)	Quantitative / Qualitative: Assessment of reviewed documentation: documentation completeness and quality scores.	Program and program-assisted documentation review: Sentinel event reporting; Case management protocol, including rapid response, remedial action plan, and assessment
1.4	Staff trained	Program performance (4)	Quantitative / Qualitative: Person-hours training; competency testing and resource supply scores.	Training reports; skills assessment; Assessment scale and scoring system to be designed.
1.5	Resources provided and services implemented	System performance (1,2,3)	Quantitative / Qualitative: Resource supply estimation. Number of cases served during the review period.	Resource supply assessment scale and scoring system. Case review; customer registration journal / database records. Provider assessment.
**System Outcome 2: Children are safely maintained in their homes when possible**				
2.1	Services to prevent removal	System performance (1,2,3)	Quantitative / Qualitative: Number of cases opened, completed, and closed to prevent child neglect or abuse: by type of case and solution.	A matrix should be designed to categorize cases / solutions in vulnerable family rehabilitation.
2.2	Substitute and adoptive parent identification, assessment, recruitment and retention	System performance (1,2,3)	Quantitative / Qualitative: Numbers and percent of substitute and adoptive parents, assisted in full compliance with practice guidelines / case management protocols.	Case review by type of parenting arrangement. A compliance scale and scoring system must be developed.
2.3- 2.4	Identical to 1.3-1.4	Program performance (4)	Identical to 1.3-1.4	Program and program-assisted documentation review: training reports; case management protocols / practice guidelines; skills assessment.
2.5	Resources provided and services implemented	System performance (1,2,3)	Quantitative / Qualitative: Resource supply estimation. Number of cases served during the review period.	Resource supply assessment scale and scoring system. Case review. Provider assessment.
**System Outcome 3: Children have permanency and stability in their living situations**				
3.1	Stability of foster care placements	System performance (1,2,3)	Quantitative: Breakdown rate within 12 months; Percent of uninterrupted cases; Average duration of uninterrupted cases.	Review of cases (every 12 m.). These are direct measures of effectiveness of substitute parenting support.
3.2	Stability of kinship guardianship	System performance (1,2,3)	Same as above.	Same as above.
3.2	Reunification with families	System performance (1,2,3)	Quantitative / Qualitative: Percent reunified with families by type of temporary arrangement; Service effectiveness scores.	Review of cases and services for reunification from foster care, guardianship, ordinary and family-type children's homes. An assessment scale and scoring system must be designed.
3.3	Quality of other planned living arrangements	System performance (1,2,3)	Quantitative / Qualitative: Service effectiveness scores. Possible criteria:	Review of cases and services, such as social apartments; family-type children's homes. An assessment scale and scoring system must be designed.
3.4	Permanency and safety of adoption	System performance (1,2,3)	Breakdown rates; Percent of incident-free adoptions; Percent of incident free child-years of adoption	Sources of input data: (i) Adoption database; (ii) Sentinel event reporting.
3.5-	Identical to 1.3-1.4	Program	Identical to 1.3-1.4	Program and program-assisted documentation

#	Indicator	Type / Unit of Analysis[1]	Measure	Design / Evaluation Activities; Additional Comments
3.6		performance (4)		review: training reports; case management protocols / practice guidelines; skills assessment.
3.7	Resources provided and services implemented	System performance (1,2,3)	Quantitative / Qualitative: Resource supply estimation. Number of cases served during the review period.	Resource supply assessment scale and scoring system. Case review. Provider assessment.
System Outcome 4: The continuity of family relationships and connections is preserved				
4.1	Continuity of professional support at change of place of residence	System performance (1,2,3)	Quantitative / Qualitative: Interruption (weeks) and discontinuation rates by 'mobility categories' (e.g., moves inside jurisdiction; between local jurisdictions; between regions).	Review of cases. This is a direct measure of effectiveness of family/child welfare services; and an indirect measure of 'market penetration', particularly, geographic coverage.
System Outcome 5: Children receive services to meet their mental, physical and educational needs				
5.1	Development support and reintegration of children with disabilities	System performance (1,2,3)	Quantitative / Qualitative: Number of children provided with modern early development support by type of support / care setting; Reintegration numbers by type of family and school placement.	Types/levels of support and care settings should be categorized. A composite score may be developed, e.g., number of assisted children in a target age group, weighted by severity of condition and/or cost intensity of care.
System / Program Outcome 6: Child welfare systems strengthening				
6.1	Policy, legal, and regulatory support to system modernization	System / program performance (2, 3, 4)	Number of relevant laws, regulatory acts, and standards adopted at the local and regional levels; including those directly assisted by the program.	Policy, legal, and regulatory review will require an assessment scale and scoring system.
6.2	Provider organizations with the stated mission and standard operating procedures that support children's safety, effective development, and permanency in their lives	System / program performance (2, 3, 4)	Number and percent of pro-reform providers; adjusted for compliance level.	Provider assessment protocol; assessment scale, and scoring system.

[1] Units of Analysis: (1) – Provider; (2) a Family/Child Welfare Authority; (3) Pilot Site (Geographic Area); (4) USAID-funded program.

Adapted from: (*U.S. DHHS/ACF, 2006*)

All these M&E tools are worth creating because they will serve the Russian counterparts in the long run: to evaluate child welfare gains at the practice and system levels; measure professional and organizational effectiveness of the new system; and, prospectively, inform performance-based financing.

The proposed interpretation of the evaluative evidence is as follows:

- Growth of any indicator over time is a measurable progress toward child welfare. Many of the proposed indicators are so uncompromising that any positive dynamic, observed over program life deserves to be seen as a significant accomplishment. There is no need, therefore, to set out particular numeric targets for the program. A program will not loose its results-oriented edge in the absence of benchmarks as long as rigorous choice of indicators is ensured.

- An important analytical dimension is the consistency of performance at the level of a provider, a local jurisdiction, and a region. For a given average value of an indicator, the variance of this value across a 'peer group' (same organizational entities) can be larger or smaller. A program accomplishment would be inverse to variance (e.g., measured by standard deviation). Simply put, more uniformity is a measure of system and program achievement. If the average value has not shown rapid growth but its variance has declined, a positive gain is apparent: the laggards on the innovation adoption curve have caught up (provided the leaders have not suffered a major setback – also a possibility in a trailblazing experience).

- Attribution analysis should be designed to identify the role of confounding factors in the dynamic of child welfare and system performance. Confounding factors in this context are enabling or disabling factors beyond program scope and/or control of program counterparts.

In conclusion, the strengthening of the system and program evaluations is a highly relevant and, in a way, rewarding task, given the important contribution of outcome and performance measurements to evidence-based advocacy and the much-to-be-desired level of the evaluative work in Russia. The latter conclusion is based on the review of program performance indicators that the Government of Moscow has included in the 3-year program of welfare assistance to children without parental care (*Moscow, 2008*). Out of 10 indicators, 4 are robust, one is ambiguous, and five are counter-productive: detached from any quality-based approach to child welfare reforms. Given the interest in this agenda shown by Mr. Alexei Golovan', Children's Ombudsman for Moscow, the capital city could become a responsive pilot ground to strengthen M&E in the evolving child welfare system of Russia.

5.5 Gender Analysis

It takes two responsible adults, usually a man and a woman to form a family and raise children. The family/child welfare programs are next to none in importance as the promoter of gender integration and parity in a middle-income country like Russia. Notably, an ARO sub-grantee in Tomsk has addressed the need for a psycho-emotional adaptation of children in same-sex parent cohabitations. Some of the program activities, thus, prepare future generations to an advanced level of understanding of gender roles in the diverse modern society.

The USAID-funded child welfare programs deal with gender-sensitive issues. Based on evidence from the Family Growth Survey, conducted periodically in the United States (*NCHS, 2002*), most of the main predictors of family stability (undoubtedly, a precursor of child welfare) are gender-specific: mother's age, neighborhood-level male unemployment, female experience of growing in a 2-parent family, female religious affiliation. While similar evidence is yet to be developed in Russia, there are several areas where USAID/Russia child welfare programs are known to address gender biases:

- The incidence of child vulnerability is higher in single-parent families, usually female-headed. Such families are prone to poverty because of single mother's lowered employability. By targeting support to the vulnerable children, USAID-funded programs directly tack the problem of 'feminized poverty' in Russia (*DevTech, 2004*). Thus, professional support of the vulnerable children is a form of poverty alleviation in at-risk families in general and those headed by single mothers in particular.

- An important outcome of the USAID-funded child welfare programs is the development of professional social service. In Russia, health and social workers are a highly feminized profession: women accounted for 82 percent of this employment group in 2005 (*Rosstat, 2007: 104*). Feminization is corollary with a relatively low pay: earnings of health and social workers were 74 percent of the economy-wide average in 2007 (*Rosstat, 2008a: 175*), and social worker salaries are known to be below the health-plus-social services average. By empowering social workers with modern knowledge and effective skills, the programs enrich their workplace environment, develop leadership potential, and raise their upward mobility in terms of earnings and career opportunities. This partially offsets the historical discrimination of women in employment.

- There is a gender bias in the child development environment of Russia's children's homes and boarding schools for children without parental care: predominantly female staff renders children's exposure to positive manly influence impossible. By promoting family-based strategies of care and development, the USAID-funded programs correct this imbalance.

All of the outlined gender-related strengths of the child welfare programs are intrinsic to the respective area of social practice and the family values and model of services that these programs promote. As long as USAID/Russia stay the course of modernization assistance in family/child welfare, they will continue to contribute to the gender integration and gender parity in Russia.

Referenced Sources

(*Alexandrova, 2008a*) Александрова, Маша. Точно сосчитать российских сирот пока не могут. Русская служба Би-Би-Си. On-line: http://news.bbc.co.uk/go/pr/fr/-/hi/russian/russia/newsid_7421000/7421529.stm, Accessed February 5th, 2009 [*Alexandrova, Masha. Russian Orphans are Yet to be Counted, BBC Russian Service 5/29/2008*] [in Russian]

(*Altshuler, 2008*) Altshuler, Boris. Первые результаты введения нового Федерального закона "Об опеке и попечительстве". Специальная рубрика Людмилы Алексеевой. Interview with Maria Taracheshnikova. RFE/RF Russian Service Nov. 10th, 2008. On-line: http://www.svobodanews.ru/content/Transcript/469576.html. Accessed on: Feb. 6th, 2009 [in Russian]

(*ARO-3,2008*) Assistance to Russian Orphans 3 Program (ARO3). Interim Report, Sept 1, 2007- Feb. 29, 2008. March 15, 2008: 45 pp.

(*Borzov, 2009*) Borzov, Sergei / The 'New Development' Foundation, Tomsk, jointly with NFPCC: Family and Child Welfare Program Review in Tomsk; Case Management Approach to Family/Child Risks: Concepts, Methodology, Organizational Framework. Presentation handouts, Tomsk, February 2009: 38 pp. [in Russian]

(*DevTech, 2004*) Gender Assessment for USAID/Russia. Technical Report. DevTech Systems, Inc. October 2004: 21 pp.

(*Egorova, 2009*) Egorova, Marina O. / National Foundation for the Prevention of Children Against Cruelty. Interviews, Reports, and Presentations. Program evaluation files: January-February 2009. [in Russian]

(*Endicott, 1996*) Endicott, Lanny. The Practice of Child Welfare in Russia. Presented at: NACSW Convention 2006, Philadelphia, PA, October, 2006: 5 pp.

(*Levitskaya, 2008*) A mention of a nationwide database of substitute families. On-line: http://c-society.ru/wind.php?ID=503727&soch=1. Accessed on: Feb 20th, 2009 [in Russian]

(*Levitskaya, 2008*) Levitskaya, Alina, Director, Department of National Policy of Child Development, Extra-curricula Education and Social Protection. The RF Ministry of Education and Science. Quoted from: Barry, Ellen. Russian Furor over US adoptions follows American acquittal in Boy's Death. The New York Times, Jan. 4th, 2009. [in Russian]

(*Levitskaya, 2009*) Levitskaya, Alina. The Statistics of Child Abuse in Russia is Horrifying. Jan. 5th, 2009. The Eureka Network of Social Innovation and Education. On-line: http://www.eurekanet.ru/ewww/promo/8750.html, Accessed on: Feb. 25th, 2009. [in Russian]

(*Margiyeva, Voronina, 2009*) Margiyeva, Elena; Voronina, Tatiana / NFPCC-Tomsk. ARO-3 Program Stages, Activities and Results. Presentation handout. Tomsk, February 2009: 13 pp. [in Russian]

(*Minzdravsotsrazvitiye, 2008*) Фонд поддержки детей, оказавшихся в трудной жизненной ситуации: Приоритетные направления деятельности Фонда поддержки детей, находящихся в трудной жизненной ситуации на 2008-2010 годы. Министерство здравоохранения и социального развития. Информация от 16 октября 2008 г.: 4с. [*Foundation for the Support of Children in Difficult Life Circumstances: Priority Activity Lines for 2008-10. The RF Ministry of Health and Social Development*]

(*Moscow, 2008*) Постановление Правительства Москвы от 18 ноября 2008 г. № 1061-ПП «О Комплексе мер по преодолению социального сиротства в городе Москве на 2009-2011 гг.» [Moscow Government Decree "On a Comprehensive Set of Measures to Reduce Child Vulnerability in Moscow in 2009-11]

(*NCHS, 2002*) Cohabitation, Marriage, Divorce and Remarriage in the United States. *Vital and Health Statistics*, Series 23, Number 22, July 2002. DHHS/CDC/National Center for Health Statistics.

(*RF Law #48, 2008*) Федеральный закон № 48-ФЗ «Об опеке и попечительстве» Принят Государственной Думой 11 апреля 2008 г. Одобрен Советом Федерации 16 апреля 2008 г.: 13 с. [The Russian Federation Law 'On Guardinship and Custodial Care']

(*Rosstat, 2009*) Регионы России. Социально-экономические показатели - 2008г., М.: Федеральная служба государственной статистики, 2009: 999 с. [*Regions of Russia: Social and Economic Indicators, 2008*]

(Rosstat, 2008a) Российский статистический ежегодник, 2008 г., М.: Федеральная служба государственной статистики, 2008: 799 с. [*Statistical Yearbook, Russia, 2008*]

(*Rosstat, 2008b*) Семья в России, 2008 г. Статистический сборник. М.: Федеральная служба государственной статистики, 2009:310 с. [*Family in Russia, 2008*]

(*Rosstat, 2007*) Мужчины и женщины России. Статистический сборник. М.: Федеральная служба государственной статистики, 2007: 254 с. [*Men and Women of Russia, 2007*]

(*Shaido, 2009*) Shaido, Tatiana / Family and Child Support Center, Zyryansky District, Tomsk Oblast: "Integration of New Social Technologies in Standard Practices of an Children's home" –Presentation handout: 13 pp.; Interviews and site observations. Program evaluation files: January, 2009 [in Russian]

(*Sorokova, Prudnikova, 2009*) Sorokova, Larisa; Prudnikova, Olga / School #49, Tomsk. The School of Collaboration: Performance Report on Prevention of Child Abandonment and Neglect in Tomsk: 10 pp. [in Russian]

(*Ternovskaya et al, 2009*), Ternovskaya, Maria, Shalkouskaya, Olga / Foundation 'Our Family'; Stepanov, Nikolay (Tomsk); Stegantsova, Natalia (Kaliningrad), Gorbunova Elena (Arkhangelsk); Alikina Elena (Perm); Petrusenko Olga (Vladimir). Interviews, Reports, Presentations, Research Materials, and Foster Parenting Toolkits. Program evaluation files: : January-February 2009, and On-line: http://pro-mama.ru [in Russian]

(*Ternovskaya, 2009b*) , Ternovskaya Maria F. Comparative Regional Dynamic of Child Welfare Innovation in Russia. An analytical memo, February 2009: 6 pp. [in Russian]

(*Tomsk Laws and Regulations, 2005-8*) Vice-President's Executive Order #693-p "On the Creation of A System of Prevention of Incidence of Child Abandonment and Neglect in Tomsk Oblast", November 25th, 2005: 34 pp. Law 92-O3 "On the Adoption of the Special-purpose Program 'Children of Tomsk Oblast'

for 2007-2010", May 17th, 2007: 65 pp.; Program of Children's home Network Development in Tomsk Oblast, 2007-11: 11 pp. [in Russian]

(*Trushkina, 2008*) Trushkina, Svetlana. Abandonment of Newborn Children. [in Russian]: 10 pp. On-line: www.sirotstvo.ru. Accessed: December 19th, 2008

(*UNICEF, 2008*) A Glossary of Child Protection Terms, UNICEF/Russia, 2008: 35 pp.

(*USAID, 2002*) Results-Oriented Assistance: A USAID Sourcebook. [An Electronic Resource]. USAID, 2002. On-line: www.usaid.gov/pubs/sourcebook/usgov/define.html. Accessed: Feb 25th, 2009

(*U.S. DHHS/ACF, 2005*) Child and Family Services Review: Statewide Assessment Instrument, DHHS/Administration for Children and Families, December 2006: 87 pp.

(*U.S. DoS / USAID, 2007*) Transformational Diplomacy: Strategic Plan for Fiscal Years 2007-2012. U.S. Department of State, U.S. Agency for International Development, Revised May, 2007: 68 pp.

(*WB, 2002*) Russian Federation: Child Welfare Outcomes During the 1990s: The Case of Russia (In Two Volumes), Vol.1: Executive Summary, Nov. 2002: 26 pp.

(*Yorik, Suvorova, 2009*) Yorik, Roman, Suvorova, Svetlana / Doctors of the World – Doctors to Children. Interviews, Presentations, Media Kits. Program evaluation files: January – February 2009. [in Russian]

Annexes

Annexes

Annex A. Methodological Summary and Site Visit Plan

       a. <u>Evaluation Program</u>

The study program has been designed to answer the 14 evaluation questions posed in the Statement of Work Section V and an additional 11 questions, derived from the requested recommendations for continued USG support to child welfare in Russia.

The complete set of 25 questions was organized into five clusters. The 18 evaluation content areas elucidate the evaluation clusters as summarized in Table A1. The resulting assessment program is additive, non-overlapping, guided by the original evaluation questions and request for recommendations. It is altogether relevant for the dual purpose of the study: (i) assess program results and prospects worth sustaining and replicating; (ii) recommend targets and strategies for further USAID-funded support of child welfare in Russia.

Table A1. Evaluation Program: A Cross-walk from USAID Questions to Content Areas and Evaluation Clusters

Study Clusters	Content Areas	Evaluation Questions and Requested Recommendations
I. Program results	1. Program processes and outputs	Q 2. How does the current USAID-funded program contribute to the child welfare reform at the regional and national levels?
		Q 3. What are the most effective strategies/interventions of USAID's current program?
	2. Program outcomes /impact	Q 14. What would be the impact on the development of services for vulnerable children in Russia if FY2010 were the last year of USG support for child welfare activities in Russia?
II. Taking program results from the innovation to the consolidation / institutionalization stage	3. Need assessment	Q 4. What are the remaining gaps in Russia's system of services for vulnerable children?
	4. Replication strategies	Q 6. What are the most effective ways to scale up from the regional to the national level?
	5. Working with the Government of Russia	Q 5. At what level of government should the USAID program be working to reach the threshold necessary to achieve national-level impact (i.e. regional, federal district and/or federal level)?
		Q 13. Under an anticipated decline in USG funding, what are illustrative interventions to expedite the handover of best practices and policies to GOR?
		Q 7. How can USAID best catalyze government resources and buy-in at the regional and federal levels? What opportunities for alliances with the government at federal and regional levels will there be?
	6. Partnering with the private sector	Q 8. How should the program improve its dialogue with the private sector? What are potential areas for alliances with the private sector?
	7. Coordinating with the donors	Q 9. How can the future USAID-funded program best build on the efforts of other donors working on child welfare issues in Russia?
	8. Further support of NFPCC	Q 11. What should the role of the NFPCC be, if any, in USAID's future child welfare project?
		Q 10. How should the institutional capacity of the *National Foundation for the Prevention of Cruelty to Children (NFPCC)* – the program's leading NGO sub-grantee and an emerging national think tank in child welfare reform – be strengthened?
	9. Identifying other institutionalization partners	Q 12. What other Russian organizations exist, if any, that could institutionalize USG-supported best practices and policies in child welfare in 3-5 years?
	10. Summary strategy of sustainability and replication	Q 1. How can the USAID/Russia child welfare program most effectively target its declining resources to achieve replicability and sustainability in a 3-5 year timeframe?

Study Clusters	Content Areas	Evaluation Questions and Requested Recommendations
III. Evidence-based recommendations for next program design	11. Program priorities	Program objectives (interventions, outputs, outcomes) (Q4)
		Q 15. Geographic area
		Level of government (Q5)
	12. Program results	Q 16. What are the specific measurable outputs that should be achieved by the end of the project?
		Q 17. How would those outcomes contribute to the development challenge?
	12. Risk assessment and management	Q 18 Risks associated with the proposed interventions. How should those risks be monitored and managed
	13. Coordination of program interventions:	Q 19. Coordination with other USG programs
		Coordination with other donors (Q9).
	14. Program counterparts in Russia	NFPCC (Q11,10)
		Government (Q5,13,17)
		Private sector (Q8)
		Other (Q9)
	15. Gender aspects	Q 20. How should gender needs be addressed in the future child welfare project? Are women and men involved or affected differently by the context or work to be undertaken? Are gender-related differences potentially significant for managing toward sustainable program results? – How will these concerns be addressed?
IV. Recommendations for next program implementation	16. Capacity requirements for Program implementing partners	Q 21. Capacity of potential implementing partners to implement planned functions, including but not limited to their capacity for financial management, procurement, and personnel management.
	17. Implementation strategy and vehicles	Q 22. How should this project be implemented?
		Q 23. What implementation mechanisms should be used? – E.g., contracts, grants, CAs?
V. Recommendations for next program M&E	18. Performance monitoring plan	Q 24. What indicators and targets should be used to monitor performance of this project?
		Q 25. What values of those indicators should be expected at program end?

b. Selection of Informants

Key informants were selected to represent major stakeholders in the child welfare in Russia. A primary focus was placed on the beneficiaries from, and contributors to sustainable program results of the USAID-funded technical assistance.

This study targets all the constituents of the child welfare system: legislators and regulators at the federal and regional levels; public administrators at the federal, regional and municipal levels; implementing partners; professional organizations, civil society institutions, private sector, service providers, community / grassroots organizations and groups, families, parents, and children. Most of these categories can be further subdivided into USAID-funded program counterparts; other internationally funded program counterparts, and the rest. Table 2 presents a draft Stakeholder Map, including stakeholder categories and sample organizations targeted by the study.

Table A2. Stakeholder Map and Visit Schedule, 2009

Stakeholder Category	Stakeholder Organizations	Visit / Meeting Schedule
1. Legislators – federal	Committee on Family, Women's and Children's Affairs of the State Duma	Meetings were not confirmed
2. Government -- regulatory and resource allocation centers – Federal	The Department of Youth, and Child Development and Protection / Ministry of Education and Science	
	Foundation for Support of Vulnerable Children / Ministry of Health and Social Protection	Feb 13th
3. Government – Regional	Moscow Government - Children's Ombudsman for the Government of Moscow	Feb. 12th
	Vice-Governor's Office and Department for Family and Children's Welfare / Government of Tomsk Oblast	Feb. 2nd
	Tomsk Oblast Department of Family and Child Welfare	Feb. 2nd, 3rd. 4th
	Labor and Social Protection Committee /Government of St. Petersburg	Feb. 9th
4. Municipal authorities	Head of Administration, Shegarsky District / Tomsk Oblast	Feb 3rd
5. Applied research organizations	Institute for Research on Family and Child Development	Jan 27th
	Institute of Urban Economics	Cancelled by host
	Center for Fiscal Policy	Jan 29th
	Medical College #1 /Stellit / St. Petersburg	Feb 9th
6. Private sector	RUSAL	Jan 29th
	Alfastrakhovaniye Health Insurance Co.	Jan 28th
7. Civil society, including policy and system strengthening NGOs	National Foundation for Prevention of Cruelty to Children	Jan 26th, 27th
	'Our Family' Foundation / Moscow	Jan 28th
	Association of Children's Ombudsmen of the RF Regions	Feb 12th
	Doctors to Children (Community Support for Street Children), St. Petersburg	Feb. 10th, 11th
	The New Development Foundation / Tomsk	Feb 5th
	The 'Firefly' Children's Network, Bethesda, MD with projects in Russia	March 6th, by phone
	'Healthy Russia' Foundation	Jan. 30th
8. Service providers, including public and community-level organizations	Hobby Center / Tomsk	Feb 3rd
	Social Center and other municipal service providers / Shegarsky District / Tomsk	Feb 3rd
	Children's home / Foster parenting agency - Zyryansky District / Tomsk	Feb 4th
	NGO 'Krystal' / Tomsk	Feb 5th
	NGO 'Nezabudka' / Tomsk	Feb 5th
	School #49 ('School of Collaboration' program) /Tomsk	Feb 5th
	Extended day care facility for vulnerable children / Kalininsky District, St. Petersburg	Feb 10th
	Social apartment for street children (DTC) / Kalininsky District, St. Petersburg	Feb 10th
	Baby Home #13 (mainstreaming of children with special developmental needs) / St. Petersburg	Feb 10th
	Nevsky Drop-in Center	Feb 11th
9. Families, parents, children	A foster family / Zyriansky District, Tomsk Oblast
A proxy information source: Karabikhina I., Beneficiary Survey Report	Feb. 4th
10. USAID and other bilateral and multilateral donors and development banks	USAID/Russia	Jan 26th, Feb 6th, 17th
	UNICEF	Jan 30th
	The World Bank	Jan 30th
11. International implementing partners	IREX (ARO Project)	Jan 26th, 27th
	Charities Aid Foundation (CAF) (UK)	Jan 28th
	Doctors of the World (Community Support for Street Children)	Feb. 10th, 11th
	EveryChild (UK)	Feb 11th

c. <u>Evidence Production Methods</u>

The assessment toolkit comprised the following methods:

- Desk review: A document library was compiled at project start. It grew further during and after the field stage.

- Opinion polling: Stakeholder opinions were polled by means of a semi-structured stakeholder survey and context-driven discussions during site visits. Interviews were conducted by using Evaluation Content Areas (Table 1) as thematic nodes.

- Site observations.

- Follow-up (post-field) e-mail, telephone discussions, and information sharing.

Annex B. Names and Contact Information of Interviewees

Name	Position, Organization	Contact Information
Moscow		
Gordeyeva, Marina Vladimirovna	Chairperson, Foundation for Support of Vulnerable Children / RF Ministry of Health and Social Development	109074, Moscow, Slavyanskaya Pl., 4-3; tel: (7-495) 606-7080; fax: (7-495) 606-6880
Golovan's, Aleksei Ivanovich	Ombudsman for Children's Rights, Government of Moscow; Chairman of the Children's Ombudsmen Association of the Russian Federation Regions	Noviy Arbat St. 15, 10th floor, Moscow; tel: (7-495)
Yegorova, Marina O.	President, National Foundation for Prevention of Cruelty to Children	109028, Moscow Khohlovsky Per., 13-1; tel/fax: (7-495) 956-1400; megorova@nfpcc.ru
Karmanova, Galina Nikolayevna	Chief of Party, Assistance to Russian Orphans; HIV Prevention and Care among Population at Risk / IREX	109028, Moscow Khohlovsky Per., 13-1; tel: (7-495) 956-0978; Fax: (7-495) 956-0977; gkarmanova@irex.ru
Ternovskaya, Mariya Felixovna	President, 'Our Family' Foundation	Spartakovskaya Pl., 10-3, Moscow; tel: 8-916-540-5329; email: mftern@mail.ru
Tsymbal, Evgeniy Iosiphovich	Director, 'Ozon' Center for Psycho-social and Health Support	105066, Moscow, Nizhnyaya Krasnosel'skaya St., 45/17; (7-499) 265-0118; 265-2663
Dmitrieva, Elena Viktorovna	Director, Healthy Russia Foundation	125993, Moscow, Gazetny Per., 3-5; tel: (7-495) 933-5854; 629-4333; Fax: (7-495) 629-8367; edmitrieva@fzr.ru
Bernova, Yulia Yevgenievna	Youth Communication Manager, Healthy Russia Foundation	125993, Moscow, Gazetny Per., 3-5; tel: (7-495) 933-5854; 629-4333; Fax: (7-495) 629-8367; bernova@fzr.ru
Andreyeva, Elena Igorevna	Research Director, Center for Fiscal Policy	125009, Moscow, Tverskaya St., 20/1; tel: (7-495) 740-4051; 740-4052; enik@fpcenter.org
Filippova, Paulina Yevgenievna	Director for Programs and Donors Relations, Charities Aid Foundation / Russia	Tverskaya St., 24/2-1, Moscow 125009; tel: (7-495) 792-5929; Fax: (7-495) 792-5986' pfilippova@cafrussia.ru
Baradachev, Igor Ivanovich	Formerly: Program Manager; Social Projects Group, RUSAL	109240, Moscow, Nikoloyamskaya St., 13-1; tel: (7-495) 720-5170; Fax: (7-495) 777-0410
Tupitsin, Ilya Borisovich	General Manager, AlfaMedProekt /Alfastrakhovaniye	115162, Moscow, Shabolovka, 31-B, tel: (7-495) 788-0999; tupitsinb@alfastrah.ru
Markov, Andrei Romanovich	Senior Human Development Specialist, Russia HD Country Sector Coordinator, Europe and Central Asia Region, The World Bank	36/1 Bolshaya Molchanovka St., 121069 Moscow; tel: (7-495) 745 7000, 967-2167 ext. 3032; Fax: (7-495) 745 7002; 967 1209; amarkov@worldbank.org
Furley, Kemlin	UNICEF Deputy Representative, Russian Federation	9, Leontyevsky Per., 125003 Moscow; tel: (7-495) 933-8818 / 937 2193; kfurley@unicef.org
Remenets, Olga Vasilyevna	Child Protection Program Coordinator, UNCEF / Russia	9, Leontyevsky Per., 125003 Moscow; tel: (7-495) 937 2194l 933 8822; Fax: (7-495) 933-8819; oremenets@unicef.org
Saint Petersburg		
Zhukova, Marina Victorovna	Head, Department of Demographic and Gender Policy; Administration for Social Protection of Mothers and Children, Family and Demographic	Antonenko Per., 6, Room 328; Tel: (7-812) 315-3106

Name	Position, Organization	Contact Information
	Policy / Government of St. Petersburg	
Kolpakova, Olga Igorevna	Prevention Programs Manager, 'Stellit', Regional Membership Organization for Welfare Programs	St. Petersburg, Bumazhnaya St., 9, Room 617; tel: (7-812) 445 –2893 / 94
Kutsak, Marina	Program Manager, 'Stellit', Regional Membership Organization for Welfare Programs	St. Petersburg, Bumazhnaya St., 9, Room 617; tel: (7-812) 445 –2893 / 94
Nikiforova, Natalia Vasilyevna	Chief Physician, Baby Home #13	190068 St. Petersburg, Nab. Kanala Griboyedova, 98; tel: (7-812) 713-4309; Fax: (7-812) 310-2847; babyhome13@mail.ru
Suvorova, Svetlana Vyacheslavovna	Executive Director, Doctors to Children	7 Lev Tolstoy St., Office 701. St.Petersburg, 197376; Tel/fax: (7-812) 380-3092; Tel: (7-812) 946-7032; Svetlana.Suvorova@vd-spb.ru
Torick, Roman Vladimirovich	Regional Director, Russia and NIS / Doctors of the World – USA,	7 Lev Tolstoy St., Office 701. St.Petersburg, 197376; Tel/fax: (7-812) 380-3092; Roman.Yorick@dowusa.org
Joanna Rogers	Country Program Director, Russia / EveryChild	Russia, 197183, St. Petersburg, Primorsky prospect, 33; Tel/fax: (7-812) 430-5988; tel: (7-812) 909-9189
Tomsk		
Ilyinikh, Sergei Yevgenievich	Deputy Governor of Tomsk oblast for Social Policy	6 Lenin Square, Tomsk, 634050; Tel: (7-3822) 279-376; 510-358; Fax: (7-3822) 510-444; social@tomsk.gov.ru
Yeftimovich, Lyudmila Yevgenienva	Head, Department of Family and Child Affairs, Tomsk oblast Administration	Tel: (7-3822) 710-898; 710-897 lep@family.tomsk.gov.ru
Protasova, Irina Vladimirovna	Deputy Head, Department of Family and Child Affairs, Tomsk oblast Administration	Tel: (7-3822) 710-899; protasova@family.tomsk.gov.ru
Maikov, Oleg Ivanovich	Head of Administration, Shegarskiy District, Tomsk oblast	636130 Tomsk oblast, Shegarskiy District, Selo Melnikovo, Kalinina St., 51; Tel: (7-8247) 21-633; (7-8247) 21-833
Savenkov, Maksim Georgiyevich	Director, Hobby Center	Tel: (7-3822) 244-411; kontora@hobby.tomsk.ru
Fomicheva, Tatiana Yevgenienva	Director, 'Nezabudka', Regional Membership Organization of Parents and Guardians of Persons Disabled Since Childhood	634021 Tomsk, Elizarovikh St., 76-2; Tel/Fax: (7-3822) 243-373; Nezabudka@mail.ru
Sheido, Tatiana	Head, Foster Care Service, Zyriansky District, Tomsk Oblast	
Borzov, Sergie	The 'New Development' Foundation, Tomsk	
The Marutenko family	Foster family, Ilovka, Village, Tomsk Oblast	13, K.Marx St., Ilovka village, Zyriansky District, Tomsk Oblast
Marguyeva, Elena Vladimirovna	Head, Tomsk Office / National Foundation for Prevention of Cruelty to Children	634034 Tomsk, Krasnoarmeyskaya St., 99a, Office 506; Tel: (7-3822) 488-165; cpnotomsk@post.tomica.ru