

# **Young People Against Drugs – the Pinsk Model in Belarus**

**The Swedish National Association for a Drug-free Society  
(RNS) Kalgeium Cooperation Project**

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## Executive Summary

This evaluation concerns the Sida funded programme “Young People Against Drugs – the Pinsk Model”. The evaluation was conducted by Ramboll Management, under contract by Sida. The evaluation focuses on assessing how efficient the past support has been, its strengths, weaknesses, main results, as well as past and future risks and challenges. It was based on a qualitative evaluation design that has been participatory in nature. The data collection methods that have been used are desk research and interviews both in Sweden and Belarus, in the period February–April 2008.

The overall objective of the project “Young People Against Drugs – the Pinsk Model” is to decrease the illicit drug problem in Belarus, 2005–2008. The intention was to develop a viable model in Pinsk on how to work with primary and secondary prevention, by developing models of cooperation between different relevant stakeholders, such as schools, social workers and police. Activities have been divided into three subcomponents, A) Primary prevention – targeting young people to avoid drugs, B) Secondary prevention – targeting specialists and authorities, and C) Awareness raising – targeting the general public/political level. The project has been conducted as a cooperation project between the Swedish NGO RNS and the local Pinsk based NGO Kalegium, the total budget has been 6.3 MSEK. At the time of the evaluation about 60 percent of the budget had been spent, with only 5 months remaining in the project.

The project has been found to be in line with and supporting Swedish priorities in development cooperation with Belarus, as well as aligned with EU policy towards Belarus. Drug prevention was also assessed relevant to the Belarusian context, albeit it is to some extent hampered by the fact that the city Pinsk, in which the project has been based, is not considered a problematic area with high prevalence of illicit drug abuse. The most common drug problems reported during interviews were related to alcohol consumption, which seem to be on the rise from an already high level.

Main findings of the evaluation are that results in terms of tangible outcomes are rather moderate or weak. Primary prevention has achieved results in terms of activities in one school in Pinsk, Secondary prevention has achieved spreading of knowledge to specialist groups in the field throughout Brest Oblast, and Awareness raising has achieved spreading information about the problem of illicit drug abuse in Belarus. Consequently, most results present themselves at a rather “low” level, i.e. as outputs rather than outcomes. However, taking into account the situation in Belarus, it should be acknowledged that the project has managed to navigate and also successfully implement activities, in a difficult context. One major achievement of the project is considered to be the good and open relations which have been established with local and regional authorities, thereby opening up for non-state/state cooperation and contributing to a more open society.

Little can be said of impact; so far no changes can be seen (or expected) in terms of decrease in prevalence of illicit drug abuse, higher awareness or changes in policy towards illicit drug abuse. It is too early to properly assess the project in terms of impact, however the activities so far have had a limited scope and thus it is the evaluators’ opinion that direct impact most likely will be rather limited. Sustainability was assessed as rather weak, much due to the difficult context in which the project operates, but also related to that the Belarusian counterpart is completely dependent on Swedish funding for its operations.

Even though tangible results are moderate, and sustainability uncertain, it is the assessment that support should continue to the cooperation. The situation in Belarus is highly difficult to work in due to the political context, and examples of trustful and open cooperation between non-state and state actors as has been manifest in the project, are very rare. The evaluators therefore recommend the cooperation to continue, with the following lessons learned to highlight for future cooperation; introduce more of a

results oriented programming, such as actual implementation of new methodologies, and to what extent these have actually helped young people targeted to avoid, or quit, using drugs; a stronger focus on the direct target group, and more specifically youths at risk; to introduce more targeted trainings, with the possibility to more actual institutional and individual capacity development; put focus on consolidating and sustaining achievement rather than develop new actions. Finally, we recommend Sida to explore the possibilities of targeting alcohol, alcohol abuse and its consequences for families and society more directly, both in terms of public opinion and prevention models, possibly within the framework of cooperation with other NGOs.



# 1 Introduction

## 1.1 Origin and Purpose of the Evaluation

This evaluation concerns the Sida funded programme “Young People Against Drugs – the Pinsk Model”, which was initiated to diminish the risk of drug abuse among young people in Belarus. As stated in the terms of reference for the assignment the evaluation deals with both the implementation process of the programme as well as its impact and can therefore be seen as both a process and impact evaluation. Sida has given support to the programme since 2002 and prior to taking a new decision on support Sida would like to know how efficient the past support has been, its strengths, weaknesses, main results, as well as past and future risks and challenges.

The evaluation is structured around a number of key evaluation criteria which moreover form the basis for the structure of this report. The criteria are as follows:

- Relevance
- Effectiveness
- Impact
- Efficiency
- Sustainability

Based on the results of the evaluation the evaluation team summarises the lessons learned from the implementation of the programme and also provides recommendations on what Sida could do within this sector in the future in Belarus.

The Swedish development assistance in Belarus is targeted towards creating better conditions for the poor to improve their lives. One of the main focuses in achieving this is related to promoting the operation of civil society and thereby helping Belarus in becoming a more open society. This specific project is seen as a valuable contribution on the way to achieving this objective. The first phase of the project was implemented in 2002–2004 by RNS (Riksförbundet Narkotikafritt Samhälle – The National Association for a Drug-free Society) and the Belarusian NGO OO “Kalegium”. The first phase has been described as effective and has encouraged Sida to extend its funding for a second phase of the project. It is this second phase of the Swedish assistance that is the object of this evaluation though it should be noted that considerable steps were made during the first phase of the project not least in terms of laying the foundations for the work that has been carried out during this second phase.

The evaluation was carried out in the period February–April 2008.

## 1.2 Methodology

The evaluation is based on a qualitative evaluation design that has been participatory in nature. The data collection methods that have been primarily used are desk research and interviews both in Sweden and Belarus. Interviews have been conducted with a wide range of stakeholders including project managers, trainers, donors, participants in some of the programme activities as well as civil servants in Belarus where possible. A follow-up interview with the Swedish project manager has also been conducted following the field mission conducted in March 2008.

One of the limitations of this evaluation is the evaluators' ability to draw concrete conclusions about the impacts of the project due to the fact that the programmes potential impacts have not manifested themselves yet. At this stage it is too early to make definite conclusions about the project's impacts. Nevertheless some conclusions are drawn based on the evidence available.

A full list of those interviewed can be found in Annex 1 to this report and a table of evaluation questions and indicators can be found in Annex 2.

### **1.3 Structure of the Report**

The report is structured in the following manner:

- First, an overview of the project;
- Second, the relevance of working in this specific area in a national context and vis à vis the Swedish strategy for development cooperation with Belarus is discussed;
- Third, an analysis of the effectiveness of the programme and in particular each component is presented;
- Fourth, the impacts that can be traced are discussed;
- Fifth, the sustainability of the methods and working practices that have been introduced as a part of the programme are analysed;
- Sixth, the cost-effectiveness of the programme activities are discussed;
- And finally the evaluators provide lessons learned and recommendations based on the analysis of the data collected.

## **2 Project Description**

The overall objective of the project “Young People Against Drugs – the Pinsk Model” is to decrease the illicit drug problem in Belarus. The intention was to develop a viable model in Pinsk on how to work with primary and secondary prevention, by developing models of cooperation between different relevant stakeholders, such as schools, social workers and police.

This particular project addresses the problem by supporting the local NGO “Kalegium” in their efforts towards combating drug abuse in Belarus. The project is based on building the capacity of Kalegium by providing them with assistance and new methods of targeting drug abuse.

As mentioned in the introduction the support is given through Kalegium's cooperation with RNS. Kalegium was originally a NGO working in the field of culture and education and organised exhibitions, concerts and excursions to historical places. The activities of this project have mostly focused on the educational activities in relation to drug prevention.

Accordingly, the specific objectives of the project have been to strengthen the NGO sector and thus Kalegium's involvement in illicit drugs' prevention, to disseminate efficient methods for drug prevention, and to raise awareness among decision-makers, opinion-makers, specialists and the general public on the need to introduce a effective drug prevention methodologies in Belarus, as well as strengthening the legal basis for combating illicit drugs and drug use.

The core rationale of the project has been to promote the operation of civil society in Belarus by supporting Kalegium and their activities and at the same time targeting a relevant social problem. The support to NGO's in Belarus is seen as a tool to create a more open society and a step in the right direction towards helping Belarus in becoming a more democratic society.

More specifically the project contains three subcomponents, which are:

#### **A. Primary prevention (avoiding drugs)**

This concerns young leaders becoming trainers for their peers, by further promoting the youth movement in Pinsk, as well as introducing such methods to other towns of Belarus.

#### **B. Secondary prevention (combating drug abuse)**

This includes the strengthening and optimisation of the work of the 'Pinsk model' related to secondary prevention, assisting other towns of Brest oblast with starting local programmes, and disseminating the model to other towns of Belarus.

#### **C. Public awareness (increasing knowledge)**

This entails carrying out information activities with the aim of raising awareness on the need to introduce an effective illicit drugs' prevention programme.

The instruments to achieve these objectives have been training of experts working with drug abuse, seminars for both professionals and project target groups, study tours to Sweden and other countries to gain experience and expertise on relevant issues, photo exhibition to envisage the problem and to increase awareness and the conduction of a drug-habit survey to establish the magnitude of the problem.

The first phase of the project was implemented in 2002–2004. This second phase of the project runs from 2005 to September 2008 and is a continuation of the first phase. The total budget for the second phase of the project is SEK 6.300.000.

## **3 Evaluation Judgements**

The following assessments and judgements are made on the basis of indicators and evaluation criteria put forward and agreed upon with Sida in the evaluation matrix (see annex 2).

Under each heading a summary of findings is presented, where after a concluding remark towards the specific evaluation criteria is made.

### **3.1 Relevance**

Relevance of the project has been assessed in terms of how well the objectives have met most imminent needs within the area of drug abuse, the magnitude or prevalence of drug abuse in Belarus and more specifically Brest Oblast which is the target region, as well as whether the intervention has been in line with and complemented national as well as donor strategies for development.

#### **3.1.1 Relevance of the project in terms of needs in society and among targetgroups**

The official site of the Ministry of Internal Affairs of Belarus ([www.mvd.gov.by](http://www.mvd.gov.by)) provides the statistics showing that the situation with drug abuse on the national level is stable and is lower in comparison with other countries of ex-Soviet Union. The statistics available for 2006 demonstrate that officially 127 people out of 100 000 are drug-dependant. According to the same source ([www.mvd.gov.by](http://www.mvd.gov.by)) 20% of drug users are young people of 15–20 years of age. 30% are people of 21–25 years old. About 15 000

people are officially registered in the national health system as abusing drugs, though NGOs and services involved in the implementation of Global Fund Program of fighting HIV, malaria, and tuberculosis in Belarus assess the real number of drug users as 50–70 000 people.

However, alcohol abuse is currently the most evident key problem among young people in Belarus. The official Minsk (capital of Belarus) statistics ([www.minsk-region.gov.by](http://www.minsk-region.gov.by)) shows that at the end of 2007 out of 2149 young people under eighteen registered at Minsk oblast narcotics service 9 are drug users, 106 are PAS<sup>1</sup> users, 8 are toxic substance users, 2026 are alcohol abusers. These findings were also confirmed by the ESPAD survey conducted within the evaluated project, showing that alcohol by far was the most commonly used drug, in conjunction with tobacco.

Albeit that the project is targeting a relevant problem area, it needs to be stated that it does not specifically target the most prevalent problem according to statistics, i.e. alcohol and tobacco use among young adults and teenagers. It is acknowledged within research on drug abuse's underlying mechanisms that one of the strongest predetermining factors for illicit drug abuse, is the (often excessive) use of legal drugs such as tobacco and alcohol. This, in combination with the high prevalence, leads us to the conclusion that the project could focus more on alcohol as one of the entry points to more serious substance use and abuse. Even though this might prove difficult for cultural reasons and a high acceptance of alcohol consumption/smoking, more attention could be paid to illustrating the linkages between alcohol and other forms of abuse as well as the health costs of excessive use of legal drugs.

Furthermore, the region targeted (Brest) is not considered to be a “problem area” and it is our assessment that the geographical scope of the intervention has been more determined by coincidence and personal contacts than an analysis of most imminent needs, and later by limitations put up by not having a republican NGO as collaboration partner.

However, given the attitude by Belarus authorities to development cooperation, it should be acknowledged that strategic planning and implementation is not always possible. The project has furthermore actively sought to spread and work with a larger scope than initially intended, which also has led to cooperation and collaboration with more drug abuse affected areas such as the Gomel region, thereby increasing the relevance of the scope.

### **3.1.2 Legislative framework and policy initiatives**

Since May 22, 2002 the national policy on drug prevention is determined by the Law “On Drugs, Psychotropic Substances and their Precursors”. According to the Criminal Code of Belarus (Art. 327-333) drug abuse is not criminalized, though production, turnover, distribution of drugs, as well as inclination of other people to taking drug is punishable by law.

The policy framework addressing drug abuse in Belarus comprises several programmes exercised on the national level but currently none of these programs deals specifically with the issue of drugs. The focus of the programmes is much broader and addresses healthy way of life issues where drug abuse prevention and rehabilitation is only a part.

The national program with a specific focus on drug abuse – The State Program of Complex Measures of Counteracting Drug Abuse and Illegal Drug Turnover in Belarus – was under way from 2001 to 2005. When it was completed, drug abuse issues were spread among different programs, decrees, and enactments, and now there is no complex national program focused directly on drug abuse.

Most of the initiatives targeting drug abuse do so within a framework of a larger scope, most commonly HIV/TB prevention programmes. One of the larger initiatives is a Global Fund financed project implemented through the National Health Ministry and UNDP where one of the components is

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<sup>1</sup> Psychoactive substances

“Prevention of HIV spreading among drug users”. Within this component the activities are: anonymous counselling points, information dissemination and education of drug users, risk groups, and specialists on HIV and drugs.

Within the Global Fund project there is also a component on “Setting up information and educational programmes among youth and introduction of educational programmes on HIV prevention in educational institutions”, the part of which is prevention of drug abuse. The results that the implementers have provided in interviews are that a network of resource centres on HIV prevention are created in all 6 oblast of Belarus, about 2500 specialists in peer education for young people are trained, all educational institutions are equipped with information on HIV related issues including drug abuse.

Among the other national programs focused at young people the following are worth mentioning:

- National Programme “The Young People of Belarus” for 2006–2010. Article 5.5. states as one of the objectives of the program the formation of healthy way of life and strengthening health of young people. Among the main activities are promotion of healthy way of life, prevention of alcohol and drug abuse, delinquency and trafficking
- Presidential Programme “The Children of Belarus” for 2006–2010 with the focus on healthy way of life.
- Currently Ministry of Internal Affairs and the UNDP implement the third year of BUMAD – Belarus-Ukraine-Moldova Anti Drug program.
- State Programme on HIV Prevention for 2006–2010. Among the main activities is prevention work among drug users, ensuring access of drug users to reliable information on HIV, to psychological and to medical assistance. Among the expected results 60% of injection drug users will get access to individual protection and reliable information on HIV, and methods of “street work” and “peer to peer” will be introduced in 15–20 towns with high level of drug abuse by young people.
- Enactment of Ministry of Education No125 (Dec 14, 2006) “Concept of On-Going Education of Children and Students in Belarus” for 2006–2010. Special focus is made on forming non-acceptance of psychotropic drugs and substances by senior school children (over 14 years of age).

As the overview of legal framework and policies shows, there are no statefunded national policies solely targeting the problem of illicit drugs. However, the policy framework envisages drug related issues to be included in other target areas, and seen in this light it is clear that the RNS/Kalegium cooperation, by putting focus on primary and secondary prevention, is being in line with government policy in terms of “healthy life” policies.

### **3.1.3 Analysis of status of drug prevention system in Belarus**

Looking at the needs in Belarus, and what drug prevention exists, the most evident gaps and barriers are that NGOs involved in prevention work in Belarus are about 20, and a few are officially made part of the state and national programs addressing drug issues. Furthermore, there is no secondary prevention system in place and very limited rehabilitation work provided for young people.

About 40% of university students in Ministry of Internal Affairs’ statistics indicate that their friends and acquaintances take drugs and 77% of them see criminal punishment including capital punishment as the best way to deal with drugs. Thus, prevention is not considered by young people as an effective way of fighting drug abuse.

Although state institutions conduct regular activities aimed at promoting healthy way of life and life safety skills among young people within the framework of school and out-of-school educational courses, often the courses are conducted formally with a stronger focus on awareness (concerts, lectures, contests, discos, etc) than on stimulating behavioral change.

Educational institutions provide optional courses on healthy way of life (34 hours), a part of which is drug abuse prevention. The statistics show that this option is selected by 100% of school children of 6–10 years old, 70% of school children of 11–14 years old, and 50% of school children of 15–18 years old, though the latter is the most vulnerable group of young people.

Thus the project can be assessed as relevant in terms of targeting young people within the existing structure of optional courses within the school system (the peer education system exists within this framework). Furthermore the cooperation conducted between Kalegium and local/regional authorities is assessed to be relevant seen from the perspective of developing a more effective cooperation between state and non-state actors.

#### **3.1.4 Linkages to Sida and other donors priorities**

The political situation and policy towards development cooperation is not leaving donors much room for manoeuvre in terms of prioritising and actually implementing interventions. Common to donors are the objectives to support democratic development towards a more open society, by different means. The EU has allocated 1 MEUR a year of their framework programme for Belarus to target cooperation between non-state and state actors, within different fields of intervention, amongst other social sector. Thus the work undertaken by Kalegium can be assessed to be closely connected to the strategy of the EU.

Furthermore, the cooperation strategy of Sweden entails support to democracy, civil society, human rights and information, where amongst other things it is mentioned “to expose Belarusian actors in public administration, civil society... to values prevailing in Sweden and the EU”. It is the evaluators’ opinion that the project successfully enables this type of knowledge exchange in the activities that are undertaken. In terms of poverty alleviation, it is assessed that the project has had limited focus on poverty aspects related to drug abuse.

#### **3.1.5 Conclusions**

The project can be assessed as relevant, in terms of complementing and advocating drug abuse as an area for direct intervention, which does not exist as a specific target area within the current policy framework in Belarus (although included in several other initiatives). What is also clear is that most activities and initiatives being undertaken are done with assistance from donors.

In our assessment relevance could be increased by also focussing more targeted and directly on legal drugs and particularly alcohol where studies show a worryingly high consumption rate among girls and boys alike. It would be important to raise awareness and support implementation of effective strategies to counteract the development of alcohol consumption among young people.

In terms of alignment with development cooperation policies, the cooperation project rests on a mechanism, which is highly prioritised in both Sweden’s and other donors’ priorities and cooperation between state and non-state actors. Furthermore, it also targets the exposure of participants to Swedish values and know-how, which is a core component in Sweden’s development cooperation strategy with Belarus.

### **3.2 Effectiveness**

In order to assess the effectiveness of the project the evaluators have examined the extent to which the expected results have been achieved, the reasons for the degree of achievement, and how the specific activities and methods have contributed to the development. In relation to this the evaluators’ assessment of the effectiveness of the three subprojects, alongside the project’s cross-cutting objectives, are presented in the following section of this report.

It should firstly be stated that the objectives of the project and the project outputs are formulated in a rather general manner, which makes them complicated to measure. In general the three subprojects are

aligned with the objectives and outputs of the overall project but it is difficult to make a clear assessment as to whether the objectives have been achieved. The project has not formulated any indicators as to for example how many children they would like to see in the youth club or how many professionals should be trained in reference to the Pinsk model.

In spite of the lack of concrete formulations the formulated objectives and outputs seems to be fulfilled to some extent, which will be illustrated in the following table. However, it is recommended that the future efforts are guided by more specific formulations and goals combined with sensible indicators, which would make the intervention more targeted and focused.

The following table illustrates the overall expected results as formulated in the project description, the achieved results of the project based on project reports and interviews, and the evaluators' assessment conducted from site visits, interviews and desk research.



Expected Results – Goals	Achieved Results according to reports	Assessment
<p>A) Primary prevention</p> <ul style="list-style-type: none"> <li>• To strengthen the peer education programme</li> <li>• To promote the youth movement against drugs in Pinsk and other towns of Belarus</li> </ul>	<p>The peer education programme in Pinsk has been established, more than 10 peer leaders have been educated and they have organised 25 meetings with approximately 100 children. The young peers are knowledgeable with regards to drugs and drug prevention and take an interest in promoting the Youth Club, which they are part of. Further, an information newsletter and an internet site for the movement has been created, which have created better means of communicating the objectives of the club. Various activities with the intention of transferring the experience to other parts of Belarus have also been conducted such as training courses, seminars and study visits. The concepts of “SMART contracts”<sup>2</sup> and “Rubble and Roses”<sup>3</sup> have been implemented in Pinsk and the concept has been introduced to Brest and Gomel.</p>	<p>The evaluators assess that a moderate level of effectiveness has been achieved with regards to the general objectives of the primary prevention efforts. The youth movement functions and the kids as well as the adults seem committed and engaged. However, the club had approximately 25 members at the time of our visit and the programme has so far only focused on one school in Pinsk. The members of the club are rather well-functioning kids and the club has not managed to recruit any new members considered to be exposed to a high risk for drug abuse. As of yet the peer education model has not spread beyond the school chosen for implementation.</p>
<p>B) Secondary prevention</p> <ul style="list-style-type: none"> <li>• To strengthen and optimise the work of the model in Pinsk</li> <li>• To assist other towns of Brest oblast in starting local programmes</li> <li>• To disseminate the model to other towns of Belarus</li> </ul>	<p>The secondary prevention efforts have included training seminars for policemen and social pedagogues in Pinsk and the experiences have been transferred to a seminar for other towns in Brest Oblast. The seminars have contributed to a greater knowledge and skills for relevant stakeholders in the fight against drug abuse.</p> <p>The seminars and the methods are determined as valuable and useful alternatives to the more conservative methods, which have been adopted in Belarus so far. Knowledge transfer has also been conducted through study visits and experience exchange to/ between St. Petersburg, Bishkek, Sweden and Armenia. These activities have helped facilitating the photo exhibition, the drug-habit survey and the adoption of practical methods of secondary prevention in Pinsk and have enabled Kalegium and others to spread these methods to other towns of Belarus.</p>	<p>The evaluators assess that effectiveness can be measured as moderate or low under this subproject. New methods of secondary drug prevention have been introduced to participants in seminars and knowledge has been spread. However, in Pinsk where the model was developed no activities or actual secondary prevention work has been conducted for over a year. According to informal sources this is due to a resistance by local government to engage with an NGO in treatment and support of drug abusers.</p> <p>The seminars have as mentioned contributed to a higher level of awareness and knowledge within relevant Belarusian organisations and authorities but there is a need to implement and develop the model further.</p> <p>The experiences are spreading slowly to other towns in Belarus through the communication between Kalegium and their partners but seemingly there is a need to support/pay further attention to the actual implementation process of secondary prevention models, in order to reach the intended target groups, i.e. youth at risk.</p>

<sup>2</sup> Teenagers sign a contract not to use drugs, tobacco or alcohol for a year.

<sup>3</sup> Girls group focusing on topics such as self-esteem, love, sexuality, gender equality, alcohol, tobacco, drugs and more.



<p>C) Public opinion</p> <ul style="list-style-type: none"> <li>• To promote restrictive drug policy through target activities</li> <li>• To carry out information activities with the aim to raise awareness on the need to introduce an effective illicit drugs' prevention programme</li> </ul>	<p>In addition to presenting new efficient methods the study tours have also contributed to raising the awareness among relevant personnel engaged in the fight against drug abuse. This has enabled them to promote new activities that tend to restrict drug abuse in Belarus.</p> <p>Information activities such as the Maria Söderberg photo exhibition and the Belarusian version of the "Drugbox" have been carried out and have seemingly increased the awareness of drug abuse and drug prevention in the country.</p> <p>The drug-habit survey was carried out at a regional level in Brest Oblast and helped shed light over the magnitude of the problem in the region. Also it is the intention that the experiences from conducting the survey in Brest can be transferred to a national survey if the authorities approve.</p>	<p>The activities carried out have managed to create a greater awareness and also knowledge base regarding drug abuse. The drug-habit survey has generated interest in other parts of the country, and also serves to illustrate the prevalence of all drug consumption, highlighting the worryingly high alcohol rate.</p> <p>According to the interviews the exhibitions are considered as effective with regards to raising awareness drug related problems and issues, specific to Belarus. Where the photo exhibition has been shown, it has generated interest and managed to gather significant support from local governments. However, promoting more restrictive policies that can ultimately lead to a shift in national practice and legislation is a long process and assessed to be difficult to achieve within the project.</p>
<p>Cross-cutting objectives</p> <ul style="list-style-type: none"> <li>• To strengthen the NGO sector involved in illicit drugs' prevention</li> <li>• To disseminate the various efficient methods for illicit drugs' prevention</li> </ul>	<p>The project has provided capacity building to Kalegium and enabled them to conduct modern and complementary activities to the authorities' intervention. Kalegium has initiated various activities together with relevant authorities and they have thus gained influence in the overall struggle against drug abuse.</p> <p>The project has enabled Kalegium and their partners to learn about new and efficient methods for drug prevention and promoting awareness. Furthermore, these methods have also been implemented and are integrated in the scope of work by relevant authorities in Pinsk, Brest and Gomei.</p>	<p>The evaluators assess that Kalegium's capacity has been strengthened in accordance with the project's objectives. Furthermore, the evaluators consider that the project has been effective with regards to disseminating efficient methods for illicit drugs' prevention to relevant stakeholders within the scope of the project.</p> <p>However, it is not possible to assess whether the NGO sector dealing with drug prevention in general has been strengthened, as not much cooperation has been undertaken with other NGOs and the main target groups in trainings and seminars have been local administration and civil servants.</p>

### 3.2.1 Conclusions

As can be seen from the above assessment, the overall objective of developing a Pinsk model to prevent drug abuse has not been achieved yet, as the Pinsk authorities have been hesitant to adopt the model completely. Instead the project has worked to spread the model to Brest oblast (and Gomel in a future perspective), which has generated a good response and support from stakeholders so far.

With regards to primary prevention and the peer to peer programme the project focuses on a group of seemingly well-functioning youths, which the evaluators do not consider to be exposed to a high risk. In order to decrease the drug problem in Belarus it would have been more effective to target problematic areas or groups exposed to a high risk, as has been done in the first phase of the project.

The evaluators consider the secondary prevention seminars to be effective with regards to raising awareness and that a process has been initiated with regards to transferring the model to other towns. On the positive side the subproject is influenced by a high level of motivation from the people that have been involved in the activities both in Pinsk and the city of Brest. But on the other hand little has been achieved in terms of tangible results regarding implementation of a model at this point.

The project activities related to public opinion are considered to be effective by the evaluators. For instance the photo exhibition has spread to many cities in Belarus and continues to attract attention. However, it is too early to say whether these activities will manage to promote more restrictive drug policies.

The cooperation between Kalegium as a non-state actor and the local authorities has worked very well and created positive results, although this is not a direct objective of the project. However, it should be stressed that the model of working in cooperation between state and NGO is not easy to accomplish in Belarus and thus this is a significant achievement of the project.

Finally, it can be mentioned that the project has to some extent targeted the gender issue. Some of the groups that are involved in the project activities consist of purely girls or boys, such as the “Rubble and Roses” and the “Noop<sup>4</sup>” groups. However, it has proven to be difficult to engage in particular boys, and further it is noted that most professionals working with the project are female and both the interviewees and the evaluators would like to stress the necessity of male role models in the activities.

## 3.3 Impact

In this section identified impacts are discussed. The nature of the impacts is mainly qualitative as indicators and base line data has not been conducted in advance. It should also be noted that impacts of project activities in most cases will not occur until some time after project completion, wherefore the assessed impacts must be regarded as likely and definite impacts.

### 3.3.1 Prevalence of illicit drug abuse

It is too early to assess whether the project has in fact had an impact on the prevalence of illicit drug abuse in Pinsk and in Belarus. The ESPAD survey conducted in relation to the project has showed that the proportion of youths having experimented with illicit drugs is rather low in Brest oblast. Further, the survey shows that the problem of alcohol and smoking is considerable among youths, which is alarming as research points to those factors as one of the first steps towards drug abuse. However, the survey only provides an overview of the current situation in Brest Oblast and cannot determine whether the project activities have in fact made an impact. What can be established is the fact that Kalegium's efforts have concentrated on primary prevention and only in relation to one school in Pinsk, which would limit the potential impact to a rather small population.

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<sup>4</sup> The boys version of the Rubble and Roses group.

### **3.3.2 Policies and methods implemented**

The evaluators assess that more practical and compatible methods have been implemented as a consequence of the Swedish support and as a result of the knowledge transfer, which was facilitated through the project. It remains to be seen whether these methods and concepts will have an impact and spread within and from Pinsk. The interviews indicate that they have a potential to do so, which for instance can be illustrated from the interest from Gomel's local authorities.

As a result of the relatively close cooperation between Kalegium and the local authorities the evaluators assess that an unintended yet positive impact has been created. The cooperation has facilitated for a new way of targeting drug prevention through valuable communication and knowledge sharing between the different partners. Accordingly, the project has contributed to strengthening the practice of civil society and state cooperation.

### **3.3.3 Legislative changes**

In a strong sense the project has not been able to promote any legislative changes in relation to drug use, which would be extremely difficult in a Belarusian context. Rather, the project activities have taken an indirect approach towards possible legislative changes. Due to the political set up in Belarus it is difficult for a NGO to suggest changes or even lobby for new practices. Accordingly, the objectives for Kalegium have been to establish cooperation with relevant local authorities, and thereby execute an influence on their practices. In interviews it was clear that authorities and civil servants within the field were highly engaged and motivated, which with appropriate support could translate into more effective national policies.

### **3.3.4 Gender perspective**

The evaluators have not been able to identify any particular impacts in terms of gender at this point. The issue of gender has however been considered in the project activities. For example the project specifically addresses girls through the Rubble and Roses programme, which specifically deals with relevant issues for younger girls. Activities such as the peer to peer club seem to have a good balance of both boys and girls involved. However, the proportion of professional personnel that work on the project activities are in vast majority female. Whether these various gender perspectives will create an impact in the future remains to be seen.

### **3.3.5 Capacity building**

It is assessed that the project has facilitated both practical and methodological capacity building for the involved personnel and further that it has enabled them to envisage the relevant issues and problems within their scope of work. While the individual capacity has been strengthened there is only limited evidence of an increased institutionalised knowledge with regards to for example improvements in the educational content for relevant personnel involved with combating drug abuse. One of the future challenges will therefore be to benefit from the individual synergies created from the project and to convert these into a more sustainable impact at the institutional level, for example through universities.

### **3.3.6 Awareness**

The project has raised awareness in the targeted areas through activities such as the Maria Söderberg exhibition. It is difficult to measure the magnitude of the awareness and also what this awareness means in relation to specific drug prevention measures. The interviewees stress that the project has successfully shifted the focus of the awareness to increasingly been turned towards preventive measures and not simply enforcement of legal instruments.

### **3.3.7 Conclusions**

The investigation has showed that it is difficult to detect strong impacts from the project so far. This is partly due to the fact that many of the formulated criteria cannot be assessed fully yet but also that some of the criteria are difficult to accomplish (such as facilitating legislative changes).

The evaluators assess that the project has contributed from the positive cooperation between local authorities and Kalegium. The successful partnership is considered to have good chances of gaining ground and increasing the responsiveness within the relevant authorities of the positive potential contribution from NGOs. The project so far has showed that Kalegium to some extent can function as a mediator of international methods targeting drug abuse and that their work can help to raise the awareness on relevant issues.

### 3.4 Efficiency

In efficiency we have mainly looked at the distribution of the project budget, in relation to the results that have been achieved in the project, as well as the level of budget consumption. All calculations on disbursed budget include financial data until December 31st 2007.

The total budget for the project has been set at 6.3 million SKr, disbursed between the components in the following way:

Component	Fees	% of total	Costs	% of total	Total for component	% total cost of project
Subproject A	64,000	2	472,000	13	536,000	9
Subproject B	352,000	13	862,000	24	1,214,000	19
Subproject C	1,002,375	37	1,561,000	43	2,563,375	41
Project Administration in Belarus			601,000	17	601,000	10
Project Administration in Sweden	1,280,000	47	105,625	3	1,385,625	22
<b>Total Project</b>	<b>2,698,375</b>	<b>43</b>	<b>3,601,625</b>	<b>57</b>	<b>6,300,000</b>	<b>100</b>

As the table shows around 32 percent of the project budget is allocated to project administration in Belarus and Sweden together, this is regarded as a significant proportion of the budget. However, it is assessed that in the set up of strengthening NGOs in Belarus, it can be considered a reasonable amount, since it also enables the project manager from Kalegium to carry out additional activities, which are not directly within the scope of the project, but more of synergies. Still, the evaluators question to what extent the time allocated for project administration in Sweden needs to take up 22 percent of the budget. It is difficult to assess what more exactly is entailed in this budget line, but it is suggested that RNS examines in future project proposals if the administration costs are reasonable.

Among the subprojects, Component C stands out as considerably more expensive than Component A and B. In Component C, the photo exhibitions and the corresponding printed material, books etc account for a large portion of the budget. Likewise the photo exhibition is also followed by seminars, and visits by the Swedish counterparts and experts, which means that the total budget for this component carries a large part of the budget.

For component A and B, relatively little expert input has been provided, most notably in A. The work undertaken in primary prevention is mainly conducted by local experts, which is considered to be effective and also contributing to sustainability.

However, the project has not been able to spend the budget as allocated, and up to last reporting period only 52 percent had been spent of the total budget. This is mainly due to delays in the project starting phase, but also lower costs than foreseen and also to synergies between different projects, such as the Lerum cooperation which has been incorporated in the project.

The reason for over consumption in the budget line project administration in Belarus is according to interviews that these costs have not been specified yet to specific components, and thus are reported as project administration. The distribution of used resources per component is as follows.

Component	Budget fees	% used	Budget costs	% used	Total	% total use
Subproject A	64,000	62.5	472,000	11.5	536,000	17
Subproject B	352,000	28	862,000	47	1,214,000	42
Subproject C	1,002,375	41	1,561,000	12	2,563,375	24
Project Administration in Belarus	0		601,000	130	601,000	130
Project Administration in Sweden	1,280,000	98	105,625	22	1,385,625	92
<b>Total cost</b>	<b>2,698,375</b>	<b>43</b>	<b>3,601,625</b>	<b>41</b>	<b>6,300,000</b>	<b>52</b>

Looking at the budget allocation for different types of activities the following picture emerges. As can be seen all budgeted activities apart from the photo exhibition and the project administration are far from spending the allocated budget. In total (according to the evaluators estimation from budgets and reports) around 3 million SKr remain when around 9 months was left in project (end date September 2008).

Activity	Fees	Costs	Total for Activity	Used Dec 07	% Used
Seminars	544,000	771,000	1,315,000	226,029	17
Conferences	64,000	290,000	354,000	27,339	8
Other	108,000	427,000	535,000	53,214	10
Material	166,250	471,000	637,250	20,039	3
Study tours	128,000	631,000	759,000	364,729	48
Photo Exhibition	408,125	305,000	713,125	517,106	73
Administration Belarus		601,000	601,000	783,258	130
Administration Sweden	1,280,000	105,625	1,385,625	1,271,991	92
<b>Total Project</b>	<b>2,698,375</b>	<b>3,601,625</b>	<b>6,300,000</b>	<b>3,263,705</b>	<b>52</b>

### 3.4.1 Conclusions

Looking at the budget allocations, the project has been prioritising the aspect of awareness raising and public opinion, as stated in the objectives of Component C. Whether this is efficient or not is difficult to assess in this evaluation, since the exhibitions have just started touring Belarus, and intended results and impacts will most likely not materialise in the nearest future. However, it can be concluded that the component is working well and according to interviews the exhibitions has generated much interest and support in the cities where it has been opened so far.

However, the scope of Component C is rather broad and general, regarding raising awareness among stakeholders and the public of problems related to drug abuse. Hence, in terms of relating to the objectives of implementing models for working with drug prevention, it is fair to assess that Component C is less efficient than Component A and B, which more directly target the overall objectives of the project. The fact that achievements are assessed as moderate or low in Component A and B may also be reflected in the rather low budget consumption in these components.

On a general level it can be stated that the projects' financial reporting needs to be strengthened and made more transparent. It has been rather difficult to decipher different reports and budget follow-ups, which also makes it difficult to assess actual progress in components.

## **3.5 Sustainability**

In the following section the benefits produced by the intervention will be discussed in relation to their possible continuation and the probability of continued long term benefit flows over a longer time span.

### **3.5.1 The country's priorities**

One of the important elements for the sustainability of projects is the correspondence with the country's priorities. The visit to Belarus and the interviews showed that drug prevention and public awareness are prioritised at least at a local/regional level in the city of Pinsk and in Brest and Gomel oblasts. Additionally, there is a real commitment towards working with the problem within the relevant local authorities. Conversely, the national strategy for working with drug abuse has expired in 2005 and there has not been formulated a new one, which indicates that more focus could be given to the issue at a national level.

Kalegium's work is additional to the work of the authorities, yet dependent on the cooperation with relevant official organisations as the work being carried out must be aligned with official priorities in order to be successful or even allowed. Accordingly, Kalegium are able to continue their activities in extension of the official efforts and to discuss and introduce new methods of prevention as long as this remains a priority of the government, a strength as well as a weakness given the risk, which would be connected to any change in policy or even relations between stakeholders.

### **3.5.2 Ownership and participation**

There has been a strong commitment from the relevant authorities to work with Kalegium and an adherence (although so far not implemented) to the methods of working with drug abuse. There is a strong sense of local ownership of the project in particular in Pinsk with the primary prevention model where they have also transferred their practices to others working with drug prevention such as the local University, which have been inspired in their approach to conducting group sessions. There also seems to be a sense of ownership towards the activities in Brest Oblast where these activities to a larger extent are complementary to the official performance.

Kalegium have played a substantial part in the formulation of the project objectives and implementation. The expertise in the project is highly based on Swedish and other international input, while Kalegium have played an active part in implementing the input and adapting it to the local context. It is therefore assessed that Kalegium have undertaken a high degree of responsibility of the project and that future efforts will be carried out with a strong level of commitment and expertise from Kalegium's side.

As discussed previously in relation to the relevance criteria drug abuse is not a huge problem in Pinsk indicating that there is certainly a need for the activities provided, which has been considered to be a good supplement to the official contribution, however this need is not emergent. So far Kalegium have been successful in promoting their expertise and gaining influence in the city of Pinsk, in Brest oblast and possibly also in Gomel oblast (in a longer term perspective). The photo exhibition is intended to continue to tour around Belarus and could extend Kalegium's network even further. In fact Kalegium have so far succeeded in networking with official partners and seem highly valued as a trusted partner.

The challenge will be to continue to spread their expertise in order to build the capacity of the stakeholders working with the problem in other parts of the country and thereby helping in containing drug abuse. It is considered to be a risk that Kalegium is a rather small organisation and that it has not to any large extent managed to cooperate with other local NGOs, which could strengthen their voice and capacity.

### **3.5.3 Institutional and Cultural Factors**

Government institutions in Belarus have significant power due to the political arrangements in the country. The overarching priority in Belarus is political stability, which presupposes strong governmental control and little influence for i.e. NGO's and civil society in general. This institutional set-up has a great influence on Kalegium's room for manoeuvre and as there is little sign of any fundamental



changes in the future these conditions will continue to shape and limit Kalegium's influence. This being said Kalegium has so far shown an impressive ability to act relatively independent in spite of political constraints. There is no reason to think that their actions will be prohibited in the future. As NGOs need to register in order to work in Belarus there is always a risk that their license to operate will be withdrawn. The evaluators, however, considers this risk as rather low at this point as Kalegium are not working with issues that can be seen as a threat to government stability.

As mentioned previously in this chapter Belarus faces a cultural challenge in dealing with specifically alcohol abuse and smoking. The latter is considered to be an integrated part of Belarusian culture and therefore a structural problem, which is not easily changed. The fact that drug intake is not illegal in Belarus continues to pose a challenge for this struggle. Taking the legal and cultural factors into consideration the evaluators consider it to be imperative to also target smoking and alcohol abuse in future efforts in order to fight drug abuse in an effective way.

#### **3.5.4 Financial**

The interviews suggest that the project is very dependent on the financial resources transferred through Swedish support and that the contribution represents a considerable and vital part of Kalegium's resources. The informants assess that the activities would continue without Swedish support but that the project would suffer from severe cutbacks and accordingly that limitations of their scope of activities would be necessary, even though work would most likely continue in some form.

#### **3.5.5 Exit strategies**

There has not been any reference to discussions on an exit strategy for the Swedish commitment to the project and it does not seem like this is considered at this stage. The strong reliance on Swedish support can be seen as problematic but also partly necessary for the project's sustainability.

It is risky to work without a clear exit strategy as there is no guarantee for unlimited support. The project activities would be greatly affected and difficult to sustain if support was to be diminished or terminated at some point as there has not been formulated alternative methods of operation. On the other hand the reliance on Swedish support has been necessary as there are limited sources of financing for NGO's in Belarus. As NGO's need to register with the authorities and often are restricted to operating in one city or region their outreach is limited. This presents NGO's like Kalegium, which is only registered in Pinsk with a substantial challenge of attracting the necessary assets to operate.

Nevertheless, the evaluators find it recommendable to consider possible exit strategies and to define success criteria for the Swedish intervention, which would help to ensure long-term sustainability, even though this can seem challenging.

#### **3.5.6 Conclusions**

The evaluators assess that the perspectives for sustainability of the project are somewhat mixed. There is a strong commitment both within Kalegium and among their partners to continue the scope of work but the evaluation shows that the operation is highly dependent on the support that is received. In this context it is of course a high risk that the project is not registered and that Kalegium in effect are working outside their mandate (as a local city NGO).

The work that Kalegium is doing is furthermore challenged by institutional and cultural structures, which make the project objectives difficult to accomplish. At the same time it is considered as valuable to support institutions that can counteract these structural patterns and thereby support the democratic development of Belarus.

Finally, the fact that Kalegium is working as a rather small city based NGO is considered to be a risk with regards to its capacity and sustainability. It is recommended that Kalegium continues and improves their efforts towards building a sustainable NGO network with other local NGOs in order to initiate the discussion of their future after Swedish support.

## 4 Lessons Learned and Recommendations

The evaluation has shown that the cooperation between RNS/Kalegium and local governments and civil servants has been one of the strongest successful features of the project. It was repeatedly mentioned in different interviews with stakeholders (external to the project) that such a cooperation is regarded to be highly unusual in Belarus, specifically since Kalegium is a city based NGO. In light of Swedish objectives to support the development towards a more open and democratic Belarus, projects containing this type of cooperation between state and non-state actors, must be seen as one of the few ways cooperation towards democratisation can be done without creating tensions and factions with government. This finding is also mirrored by EU's policy to directly target state/non-state cooperation in different professional areas within the framework of support to Belarus.

Another contributing factor to project achievement is most likely that the project has targeted the adequate level of intervention, i.e. the local and regional authorities who are directly responsible for (and affected by) the level of drug abuse and drug related crime in the region or city. By targeting this level, the project has ensured support and ownership from beneficiaries.

RNS and Kalegium have successfully used existing contacts and networks to continuously expand their scope and reach in terms of drug prevention and drug related issues. The work achieved by Kalegium in this respect should be highly commended, since as a city NGO they have managed to spread outside the city and even to other regions (as indicated by exhibitions, and the discussions undertaken currently with Gomel region on cooperation). This approach is relevant to continue, albeit the evaluators would like to raise some areas where we assess there are room for significant improvements.

### 4.1 Increase Focus on Results

In an overall level related to project design and implementation, the project has been focused on activities and outputs, more than actual results. To give an example the secondary prevention model has not followed up on results achieved with adolescents who were involved in first phase of the project, and in the primary prevention the main indicators and reported achievements are in terms of outputs such as number of children/youth involved and not in terms of how many youth/children in risk groups they in turn have supported. In terms of capacity development initiatives the situation is similar, and indicators are mainly output oriented. It would be beneficial to introduce more of a results oriented programming, such as actual implementation of new methodologies, and to what extent these have actually helped young people targeted to avoid, or quit, using drugs. This approach would in itself entail elements of capacity development, since it should also include the stakeholders involved, thereby contributing towards a more evidence based approach to drug related interventions.

### 4.2 Linkage to Target Group

It should also be mentioned that the final beneficiaries, seen in this context as youth at risk of abusing drugs, have not been reached directly. In the peer education activities mainly rather well adjusted and well functioning youths have taken part, and in the evaluators' opinion these young people would most likely not start abusing drugs, with or without the peer education club. In the secondary prevention model, no youths have been admitted for over a year, wherefore the programme can be best described as dormant. Given that interviews indicate that one of the main issues within drug abuse are poor methodologies for early intervention, we believe that a stronger focus should be put on the direct target group, and more specifically youths at risk.



### **4.3 Trainings and Seminars**

Similarly, the trainings and seminars which have been conducted within the project have clearly contributed to raising awareness and knowledge about alternative ways of dealing with drug abuse and drug prevention. In order to create more leverage in the trainings, so as to increase the likeliness of actual implementation of acquired knowledge, it would be beneficial to introduce more targeted, with the possibility to more actual institutional and individual capacity development. In addition it could be explored if universities and trainings institutions for social workers, teachers, police etc. could be targeted, as a means of adjusting and adapting curricular to more modern ways of dealing with drug related problems. It should be acknowledged that this would need to be done indirectly via the well-established network of collaboration partners in local governments and social pedagogical centres, since it would most likely not be possible for Kalegium to directly target educational institutions.

### **4.4 Scope of Work**

In terms of sustainability, our assessment is that within the current project, resistance from authorities in Pinsk, combined with the projects' efforts to reach a larger target group of key official stakeholders, these activities have been prioritised and less effort have been allocated to sustaining already achieved results (mainly from phase 1) in Pinsk. In possible future interventions, we therefore suggest that secondary prevention in Pinsk (if at all possible) and Brest oblast are put more in focus in a practical manner. For example an analysis should be made on why the model failed to be sustainable in Pinsk, in order to draw conclusions on whether it is a feasible model at all to pursue in other contexts.

In the proposed new phase of the project, RNS/Kalegium are suggesting to work more closely with Gomel region, which would make good sense since prevalence of drug abuse is higher and more of a problem in Gomel region than in Brest region. During interviews with officials from Gomel regional administration (who have participated in a study tour to Sweden), the needs that emerged dealt mainly with early identification and intervention of youth at risk, as well as practical methodologies and concepts to work with families at risk as a means of targeting the children. It was considered important to focus on a collaboration model between social workers, police, schools and health care personnel, in order to establish functional and efficient ways to identify and intervene in early cases of drug abuse. What was asked for sound in many parts as secondary prevention models, albeit with a broader focus than in the Pinsk example, which again calls for a more in detail analysis of the pro's and con's of the already tested model in Pinsk.

### **4.5 The Problems with Alcohol**

In future interventions planned by Sida, it would be beneficial if more attention could be paid to the issue of alcohol consumption and the dangers of alcohol abuse. The level of consumption in Belarus is considered to be very high, and as has been described under the section on relevance, is clearly the most common drug abuse among young people (and adults). The consequences of this rather accepted abuse can not be underestimated, for example authorities mentioned that most parents who were deprived of their parental rights were so because of alcohol related problems resulting in maltreatment of their children's needs. Albeit the current project includes alcohol as a considered drug, it has not been a target as such. In the future we recommend exploring the possibilities of targeting alcohol, alcohol abuse and its consequences for families and society more directly, both in terms of public opinion and prevention models, possibly in another project than the current one but with close cooperation and joint activities.

## **4.6 Cooperation between NGOs**

Lastly, efforts are recommended to increase the level of cooperation with other NGOs working within the field. Kalegium has an established network, but during implementation in different cities no actual collaboration has been undertaken. In the light of Kalegium effectively working without a formal mandate (both in terms of geographical scope and the fact that the current project is not registered as required by Belarusian legislation), it would be a way of limiting risks to cooperate with other NGOs in implementation.

## **4.7 Reporting to Sida**

As mentioned when assessing the cost effectiveness of the project, reporting on activities and budget consumption has been rather difficult to interpret. For example no clear explanations are given regarding low budget consumption in the reporting, and there is not clear link between achieved results, activities and costs. As mentioned earlier it is recommended that future interventions have a clearer focus on results rather than output, and these results should be followed up systematically in reporting, for example by tracking key performance indicators. More emphasis should also be put on explaining deviations from plans, in order to make the project implementation more transparent and coherent.

## Annex 1 List of Interviewed Stakeholders

<b>Institution/Organisation</b>	<b>Name</b>	<b>Role</b>	<b>Location</b>
<b>Sida</b>	Kristina Henschen	Country Programme Coordinator Belarus	Stockholm
<b>Sida</b>	Rolf Büchel	Sida	Stockholm
<b>RNS</b>	Per Johansson	Chairman	Stockholm
<b>RNS</b>	Marina Daga	Projektsamordnare	Stockholm
	Maria Söderberg	Photo exhibition	Stockholm
<b>Uppsalamodellen</b>	Jan Dahlman		Uppsala
<b>Uppsalamodellen</b>	Kenneth Olsson	Police	Uppsala
<b>Interviews carried out in Belarus</b>			
<b>Authorities</b>	Elena Gerasimenko	Province executive committee+ESPAD	Minsk
<b>European Commission</b>	Janis Aizsalnieks	EU representative in Minsk	Minsk
<b>USAID</b>	Chuck Howell	USAIDs representative	Minsk
<b>University in Pinsk</b>	Oksana	Psychologist, work with group of girls	Pinsk
<b>Kalegium</b>	Cheslava Dudareva	Deputy chairperson/peer education club	Pinsk
<b>Kalegium</b>	Zhanna Dolzhenko	Volunteer/Adult leader	Pinsk
<b>Kalegium</b>	Natalia Krasko+kids	Peer education club leader	Pinsk
<b>Authorities</b>	Alexandr Kashtanink	Province executive committee+ESPAD	Brest
<b>Authorities</b>	Gennady Buty	Prosecutor	Brest
<b>Social Pedagogical Center</b>	Elena Limanskaya, Maria and Svetlana	Institution coordinating social activities and supporting children with specific needs. Kalegium partner.	Brest
<b>Authorities</b>	Alexandr, Svetlana + Prosecutor	Province executive committee	Gomel
<b>Swedish Consulate</b>	Stefan Eriksson	Head of section, Sweden	Minsk
<b>Kalegium</b>	Nadya Avsievich	Chairwoman	Pinsk

## Annex 2 Evaluation Matrix

Criteria	Evaluation Question from Terms of Reference	Indicators	Sources of verification
Relevance	How do the interventions fit and contribute to the operationalisation of the new Country Strategy for Development Cooperation with Belarus 2007–2010?	– Linkages between Country strategy 2007–2010 and the project objectives	– Desk study Country Strategy, PGU and other relevant documents
	Are the Sida financed interventions consistent with the needs and priorities of its target group and the policies of the partner country and Sida?	– Linkages between national priorities – Linkages to needs of counterpart – Linkages to needs of targetgroups	– Interviews decision makers – Interviews project management – Interviews targetgroups
Effectiveness	Have the Sida financed interventions achieved its objectives or will it do so in the future?	– Positive development of NGOs, in terms of financing, outreach, competences – Implementation of drug prevention methodology in other parts of Belarus – National, regional policies strengthened. – State funding for drug prevention increased	– Project documentation – Interviews project beneficiaries (organisations) – Interviews targetgroups – Interviews decision makers
	Have there been deviations in implementation, and how have these been handled by the project?	– Have the intended activities been implemented? – What are the reasons for deviations?	– Project documentation – Interviews project management – Interviews project beneficiaries (organisations)
	What have been the main risks, and risk management, in the ongoing implementation, and which are the specific risks foreseen for any future implementation?	– Changes in strategy, activities of the project due to barriers – Assessment of future barriers	– Project documentation – Interviews project management
Impact	What are the overall effects and results of the Sida financed interventions, intended and unintended, long term and short term, positive and negative?	– The prevalence of illicit drug abuse halted, lowered – More efficient policies, methodologies have been implemented. – Legislative changes, enabling more efficient drug prevention	– Interviews decision makers – Interviews project management – Interviews beneficiaries (organisations) – Interviews targetgroups
	How have the activities contributed to gender equality, both in qualitative and quantitative terms?	– Has the project targeted both men and women, taking into account gender specific problems? – What has been the ratio of women/men involved or targeted by the project?	– Project documentation – Interviews project management – Interviews beneficiaries (organisations)

<b>Efficiency</b>	Can the costs of the Sida financed interventions be justified by the results, and what is the calculated cost efficiency of the intervention in measurable terms?	<ul style="list-style-type: none"> <li>– Have the costs for project management been reasonable?</li> <li>– What has been the cost per trained/targeted individual?</li> <li>– Could the same results have been achieved with less resources?</li> </ul>	<ul style="list-style-type: none"> <li>– Project documentation</li> <li>– Budgets and disbursements</li> </ul>
<b>Sustainability</b>	Will the benefits produced by the Sida financed interventions be maintained after the cessation of external support?	<ul style="list-style-type: none"> <li>– Is it likely that main results are sustainable?</li> <li>– Would prevention programmes continue with Sida funding?</li> </ul>	<ul style="list-style-type: none"> <li>– Interviews with project management</li> <li>– Interviews with beneficiaries (organisations)</li> <li>– Interviews with targetgroups</li> </ul>
<b>Lessons learned</b>	How is Sida's support related to the total support, in size and impact? Does Sida's support make any difference?	<ul style="list-style-type: none"> <li>– Comparison with other donor projects</li> <li>– Comparison with state initiatives</li> <li>– Extent of Cooperation/Coordination between Sida funded and other interventions?</li> </ul>	<ul style="list-style-type: none"> <li>– Interviews other stakeholders active in field</li> <li>– Interviews decision makers</li> <li>– Interviews project management</li> <li>– Interviews beneficiaries (organisations)</li> <li>– Interviews targetgroups</li> </ul>
	Provide pros and cons as a background for the Sida decision whether to continue to support this project. Why?/Why not, strengths and weaknesses with regards to implementation and partnerships?	<ul style="list-style-type: none"> <li>– Analysis of evaluation results</li> <li>– SWOT analysis of future possible future intervention</li> </ul>	<ul style="list-style-type: none"> <li>– Analysis and synthesis</li> </ul>

# Annex 3 Terms of Reference

## 1 Evaluation Purpose

Sida has given support to the project for several years. Before taking a new decision on support of any kind to continue project activities in Belarus, Sida needs to know how efficient the past support has been, its strengths, weaknesses and main results as well as past and future risks and challenges. Sida would also like to have more information on pros and cons, should Sida continue in its present form or change the project's direction. Sida more over needs more analysis and information on the current cooperation and implementing partners of the support, their comparative advantages and any alternatives which may be relevant.

The intended user of this evaluation is Sida's department for Europe.

## 2 Intervention Background

Please refer to appendix 1 (Sida's memo).

## 3 Stakeholder Involvement

The evaluators shall interview stakeholders from the project's activities in Belarus, when gathering information. These should include, among others, the Swedish partner organisations (if there is one), the Belarus implementing organisation(s), selected groups of project beneficiaries and other NGO's representatives. Other persons involved in the Sida financed projects should also be included.

## 4 Evaluation Questions

### 4.1 General questions

- Have the Sida financed interventions achieved its objectives or will it do so in the future?
- How do the interventions fit and contribute to the operationalisation of the new Country Strategy for Development Cooperation with Belarus 2007–2010?
- What are the overall effects and results of the Sida financed interventions, intended and unintended, long term and short term, positive and negative?
- What have been the main risk, and risk management, in the ongoing implementation, and which are the specific risks foreseen for any future implementation?
- Have there been deviations in implementation, and how have these been handled by the project?
- How have the activities contributed to gender equality, both in qualitative and quantitative terms?
- Are the Sida financed interventions consistent with the needs and priorities of its target group and the policies of the partner country and Sida?
- Will the benefits produced by the Sida financed interventions be maintained after the cessation of external support?
- Can the costs of the Sida financed interventions be justified by the results, and what is the calculated cost efficiency of the intervention in measurable terms?

## 4.2 Project specific questions

- How is Sida's support related to the total support, in size and impact? Does Sida's support make any difference?
- Provide pros and cons as a background for the Sida decision whether to continue to support this project. Why?/Why not, strengths and weaknesses with regards to implementation and partnerships?

## 5 Recommendations and Lessons

If the evaluation concludes that Sida shall be active in this area, the recommendations shall focus on what Sida can do within the present Country Strategy of Development Cooperation 2007–2010 with Belarus and resources, considering also other possible initiatives besides support of this particular project. The pros and cons with different interventions shall be presented.

## 6 Methodology

The methodology is to be proposed by the evaluator and decided upon together with Sida. The chosen methods should be described, and justified in relation to possible alternatives, in the tender document. If a qualitative approach will be part of the methodology, a draft questionnaire should be attached.

## 7 Work Plan and Schedule

The evaluation shall include field visits to Belarus, possibly by two evaluators, where Sida welcomes one of them to be locally based (such as either Belarusian, Russian or Ukrainian). Information on which sites should be visited and how evaluator's time should be divided between field and reporting phases is to be discussed with the evaluator. *SEK 500 000 may be allocated altogether (per evaluation).*

## 8 Reporting

The evaluator shall adhere to the terminological conventions of the OECD/DAC Glossary on Evaluation and Results-Based Management as far as possible.

Evaluation activities performed shall be included in the report. Any obstacles encountered shall be reported immediately to Sida as well as included in the report.

The evaluation report shall use the report format presented in Annex 2 of this ToR. *Moreover a completed Sida Evaluations Data Work Sheet should be presented along with the report.*

The draft final report shall not exceed 50 pages (excluding annexes), be written in English, and submitted to Sida in two printed copies and one digital. Sida shall comment on the report within three weeks.

The final report shall not exceed 50 pages (excluding annexes), be written in English and submitted to Sida in two printed copies and one digital.

The presentation of the evaluation should be included into the work scheme and budget, and to be done as proposed by Sida, such as in a form of a seminar or workshop.

Evaluation reports will be assessed against standard quality criteria for evaluation reporting.

## **9 Evaluation Team/Criteria for Sida's Tender Assessment**

The evaluation team shall possess advanced knowledge about Belarus and development problems as well as possessing relevant competence for the assignment. At least one of the members of the evaluation team shall have participated in at least one Sida financed evaluation during the past four years. The evaluators should be independent of the evaluated activities and have no stake in the outcome of the evaluation. The proposed methodology will also be taken into consideration in the tender evaluation.

Tenders should be sent to Sida via e-mail: [max.inverin@sida.se](mailto:max.inverin@sida.se) 2nd of December at the latest.



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