

Second Annual Conference Report, INTRAC in Central Asia (April 2003)

Who Benefits?

The Monitoring and Evaluation of
Development Programmes in Central Asia

Edited by Charles Buxton

INTRAC

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Of course we especially appreciate the work of INTRAC's Bishkek office, in particular Lola Umatalieva, in coordinating conference arrangements. In editing this paper, we have been able to rely on some splendidly detailed and useful minutes collected by the whole INTRAC team, and brought together in both Russian and English by Asiya Telkareva, Natasha Laptieva and Kit Lawry. INTRAC staff worked closely with a conference steering group of some 15 NGO leaders, from all five Central Asian countries, who facilitated and acted as resource people for group sessions on both days. Without their help we simply could not have run such a variety of sessions.

The conference was launched with some excellent plenary contributions including the presentation of INTRAC's own approach to monitoring and evaluation (M&E), by Brian Pratt and Anne Garbutt. The Central Asia team once again thanks Brian for his support, and Anne for her enormous personal contribution to INTRAC's work in Central Asia. We thank the conference participants for their energy, ideas and commitment to this important subject, so clearly felt during this conference. We hope this paper conveys something of the variety and interest of what was presented and discussed.

This conference report should be of interest and use to all those working in the field of M&E in Central Asia. For further information, please contact INTRAC offices in:

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List of Abbreviations

ADB	Asian Development Bank
CBO	community-based organisation
CDF	Comprehensive Development Framework
CSO	civil society organisation
CSSC	civil society support centres
DFID	Department for International Development (UK)
ICAP	INTRAC's Central Asia Programme
INTRAC	The International NGO Training and Research Centre
M&E	monitoring and evaluation
NGO	non-governmental organisation
NGOSO	non-governmental organisation support organisation
PCA	participatory community appraisal
PM&E	participatory monitoring and evaluation
PRA	participatory rural appraisal
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
USAID	US Agency for International Development

Introduction

The theme of the conference 'Who Benefits?: The Monitoring and Evaluation of Development Programmes in Central Asia' was chosen to reflect and promote a key component of INTRAC's Central Asia Programme (ICAP): monitoring and evaluation (M&E). In early 2003, ICAP had already begun in earnest its work to train local NGOs across the region in M&E skills, with a particular emphasis on qualitative approaches to measurement; and we had piloted our own programme-wide participatory evaluation methodology. This project had led to the creation of three country-based working groups – in Kazakhstan, Kyrgyzstan and Uzbekistan – who were beginning to define their own training needs as well as to work out how they should best assess ICAP's work.

Another theme was being tackled with steadily sharpening focus: the problem of poverty in the region. Like all the countries of the former Soviet Union region, the five Central Asian states suffered a sudden and in many areas catastrophic crisis in the early 1990s, with GDP in several countries falling to less than 50 per cent of the pre-1990 level. In some cases (e.g. Kyrgyzstan and Tajikistan) they are still well below that level 13 years later. ICAP's work focused on the civil society response to poverty. In Kyrgyzstan, where we worked closely with other development projects funded by our donor DFID, our aim was to develop a distinctive contribution to the poverty reduction strategy which is contained within the government's Comprehensive Development Framework (CDF), with the support of the World Bank and other major international agencies. In the other countries too, we were seeing more clearly than ever the challenges facing civil society outside the national capitals, in run-down villages and communities blighted by unemployment, environmental problems, or migration. In Kazakhstan, ICAP was helping local NGOs to engage with the government's new rural development programme. In Tajikistan and Turkmenistan, recently completed NGO mapping reports clearly identified the link between civil society development and problems of isolation, conflict and poverty. In Uzbekistan, a focus on how civil society groups relate to the *mahalla* (local self-government level) was already showing interesting results in ICAP's new community development component.

However, in all this we could increasingly see the major tasks of research, capacity building, partnership development, and advocacy which lay ahead. NGOs working with ICAP on M&E urgently requested further training in basic tools before attempting any evaluation tasks. NGOs attempting to engage with poverty strategies or development programmes reported that despite their best efforts to give ideas or recommendations, they could not see the results in government plans. The hardest efforts of NGOs and CBOs (community-based organisations), in villages and small towns dotted around the region, seemed to be limited in impact to the very lowest level, and attempts to create wider horizontal networks or to reach upwards towards national policy were few and far between.

The angle chosen for our 2003 conference's 'snapshot' view of M&E initiatives in Central Asia was deliberately set to be wide. In our invitation to NGOs, government and international agencies, we explained our aim – to share experience and analyse results of M&E, looking at key questions such as:

- How are governments in Central Asia monitoring their programmes, particularly in such important areas as social welfare and poverty alleviation? How are international agencies involved in M&E?
- Who monitors and evaluates programmes? External or internal evaluators? What methods do they use?
- What were the results – does M&E give clear results and are they what was expected? Was a clear benefit and impact demonstrated?
- How far are civil society organisations (NGOs and other groups) in Central Asia involved in or informed about M&E? Are they consulted about programmes? Are results shared with CBOs? Have they expressed an opinion?

The conference title itself – ‘Who Benefits?: The M&E of Development Programmes in Central Asia’ – had a double meaning: we were inviting comment both on the approaches taken to monitoring and evaluation in a range of programmes, and on the results and benefits of the programmes themselves. In this way INTRAC was taking forward questions raised during our first conference in Central Asia, one year earlier. The first conference, devoted to the establishment of civil society in the region¹, tackled issues such as state–NGO relations and capacity building needs, and revealed a very critical view on the part of CSOs of both government and donors. A number of key questions were identified for further discussion and work in the region. They included three which we addressed directly in the conference on M&E:

1. How can civil society begin to set its sights higher in terms of influencing development policy and programmes?
2. How will government and international agencies respond to greater pressure from civil society?
3. How can civil society better represent the range of interests in society, particularly local communities and the poor?

The 2003 conference posed in a sharper way the issue of civil society influence on concrete programmes; and asked: what are the real results for beneficiaries? How far can civil society reflect and take forward the views of communities, from an independent position?

Following the lessons learned by INTRAC’s mapping studies, in considering civil society we cast our net much wider than NGOs. Our first conference had shown the important role of other types of organisations, such as trade unions and professional associations, CBOs and a range of structures emanating from both the pre-Soviet and Soviet periods. At the 2003 conference (much helped by the many contacts which Centre Interbillim has made at all levels, due to the pioneering advocacy and networking role it has established for itself) we gave the floor to political and civil society actors of many different kinds: not just representatives of government, but elected deputies, human rights activists and the Ombudsman’s office. And we not only involved journalists more effectively than ever before in publicising the conference, but also devoted some attention to the role of the media itself in M&E.

The conference attracted just under 100 participants from Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan, plus representatives from Ukraine and Belarus. It was definitely quite a coup to get the Deputy Prime Minister of Kyrgyzstan, Mr. Zhoormat Otorbaev, to attend the first session and make an impressive statement about his government’s commitment to working with civil society. Equally

¹ ‘The Establishment of Civil Society in Central Asia’, Almaty, May 2002. A full report is provided in the INTRAC Occasional Paper Series No. 39 edited by Anne Garbutt and Simon Heap.

pleasing was the presence of provincial and local government leaders from Bukhara (Uzbekistan), and Khojend (Tajikistan).

Among the NGO delegations perhaps it is worth mentioning the small group from Turkmenistan. As ever, their presence was highly appreciated by other participants as so often Turkmenistan is not represented at such events. A Turkmen participant chaired the session on economic development and micro-credit, others contributed very usefully on human rights and community development programmes, as well as in plenary and group sessions.

On the donor side, the conference benefited from a plenary contribution from Counterpart International and a mini-presentation devoted to USAID's 'Sustainability Index' and 'NGO Thermometer'. The Counterpart presentation, by regional deputy director Mr. Ara Nazinyan, was particularly relevant as it focused on the gradual evolution of M&E systems from a wholly top-down approach to a greater reliance on information and views from communities. Counterpart's community action programme was the biggest programme supporting local civil society in Central Asia in the last few years. The participatory rural appraisal (PRA) methodology which INTRAC pioneered in Central Asia in the mid-1990s was turned by Counterpart into PCA (participatory community appraisal) and used in hundreds of small projects across the region. When ICAP began its own community development programme in 2002, this was one of the first development models studied. Another informal but very valuable contribution by Counterpart Kazakhstan was a presentation of the newly launched NGO Evaluators Network.

The key theoretical/methodological contributions on the first day of the conference were made by Brian Pratt and Anne Garbutt. Brian spoke from experience of M&E issues around the world and placed them in the context of our aim to improve society, involving all citizens. Looking at M&E methodology, he emphasised the need for a flexible, realistic and long-term approach. Considering how to evaluate civil society programmes, he stressed the need for a culturally sensitive and inclusive approach as well as a careful consideration the breadth of terrain to be covered in assessing impact, from the civic/political to social/economic realms². These themes were taken up by Anne in her more detailed presentation of INTRAC's participatory M&E, presented in summary in the text of this report³. Anne emphasised ICAP's commitment to working with civil society partners and the practical aspects of achieving participation and empowerment in M&E work.

One of the most interesting parts of this report is the synopsis of discussion in programme groups. These were arranged with a local facilitator and a local resource person (sometimes more than one!) to cover five thematic areas:

- democracy and human rights
- social welfare and health
- community development
- economic development and micro-credit
- national poverty strategies

² Brian's presentation drew extensively on a paper written for INTRAC's 10th anniversary conference, Oxford, December 2001, entitled: 'The M&E of Civil Society Support Programmes'. A full version of this paper is available on request from all INTRAC offices.

³ Recommendations based on INTRAC's PM&E experiences in Central Asia will be published by INTRAC in the form of Praxis Guide 2. See INTRAC's website (www.intrac.org) for more information.

The challenges for M&E vary according to sector. As Brian noted, any development with a social component is inevitably long-term, often difficult to attribute; whereas economic change, for example, may in some cases be more amenable to immediate, quantitative analysis. This report describes a multitude of practical efforts by CSOs to engage in M&E of development programmes, whether on behalf of their own NGO and target group or as independent experts called in by government and international agencies. As far as realistically possible, names of individuals and organisations have been left in the text, in order to help the reader get an idea of the range of experience already accumulated in Central Asia on this theme, and the different issues raised at various levels of engagement.

As regards NGO–government relations, there was an interesting contrast between the results of Group 1 – democracy and human rights, and Group 6 – national poverty strategies. In Group 1 the potential for conflict and overweening domination by the state, and its unwillingness to submit to human rights monitoring in particular, clearly emerged. Conversely, Group 6 showed the potential for collaboration for a joint goal to reduce poverty – despite some very large obstacles in achieving this. One of these obstacles is the decline in social capital and government services which formed the backdrop to discussions in Group 3 – social welfare and health. Though many CSOs had engaged in M&E of such programmes, whether in a humanitarian aid or development framework, it was very clear how serious the position still is and how deep the disillusionment with reforms and whether they are truly benefiting the population at large.

The groups tackling community development (Groups 2 and 5) and economic development and micro-credit (Group 4) all gave an opportunity to examine the role of NGOs and CBOs at the grass-roots level in M&E. It was remarkable how much is being attempted, and good examples were given of collaboration with local government and of efforts by international agencies to involve communities and beneficiaries in M&E. However, the overwhelming impression is of a need for capacity building of civil society in this area, and to address barriers in the external environment in some countries. Key case studies from the groups are given in Appendix 2.

The programme groups generated sector-specific comments and recommendations which were submitted to the conference at the start of the second day. These are included in Appendix 3 and will be very useful for anyone implementing development projects or preparing M&E programmes in the Central Asia region. We hope you enjoy the ‘Parable of M&E’ which was presented at the same time – showing our participants’ creative approach!

What was the result of the conference? In addition to the sector-specific comments and recommendations, the second day featured five country groups which produced a checklist of priorities and some immediate follow-up actions. The groups also made a short joint evaluation of the conference, an analysis which was generally supported by the individual evaluation forms handed in later (p. 43). A few felt that the issues were too wide and that too many questions remained unanswered; they would have preferred a narrower focus. This is an issue we occasionally face when trying to raise wider issues and develop a critical approach within civil society. It was pleasing to see that participants from Kyrgyzstan were happy with the balance of speakers on quite topical or controversial issues; and perhaps their commitment and openness gave a stimulus to other NGO and government representatives from other countries.

M&E is a key stage in any development programme, the door to learning and planning new stages of work. This report is a record of civil society efforts 12 years after independence in Central Asia. Who benefits? Read the report and see!

Charles Buxton, Bishkek 2004

First Day

Date: 28 April , 2003

Venue: Hotel Pinara, Bishkek

Joint Chairpersons:

Asiya Sasykbaeva (Director, Centre InterBilim)

Charles Buxton (Programme Manager, INTRAC Central Asia)

Speakers:

1. Zhoomart Otorbaev (Deputy Prime Minister, Kyrgyzstan)
2. Brian Pratt (Director, INTRAC)
3. Anne Garbutt (Regional Manager Former Soviet Union, INTRAC)
4. Ara Nazinyan (Deputy Director, Counterpart International Central Asia)

Charles Buxton stated the aims of the conference: to share experience and ideas around the M&E of development programmes whether national, international or local; and to look at the civil society input into M&E. How does civil society develop an opinion in matters of development? Who expresses this opinion? Charlie said the best way to improve programmes is to evaluate them carefully and see how best to use our hard-won money.

Zhoomart Otorbaev (Deputy Prime Minister, Kyrgyzstan)

Zhoomart Otorbaev emphasised that he personally was very supportive of the conference and its aims, and also of civil society in general. The development of civil society is an official priority of the Kyrgyz government, which is apparent its strategic documents as well as from its support for NGOs, who play an important role in the country. The development of a state cannot proceed without alternative opinions, so the government relies on the help of civil society organisations, of which there are thousands in Kyrgyzstan.

The government consults with NGOs in its development programme. They believe that many NGOs can and should develop into consulting groups; creating a market of professional consulting services is a government priority. The government has worked on training for NGOs, particularly in the economic sphere. The qualitative and quantitative growth of NGOs is important.

Regarding monitoring and evaluation, it is important to have qualitative measuring of programmes because taxpayers need to know how their money has been spent. The World Bank recently held a conference on a similar theme: the need for relevant measures of services rendered. It is good that the NGO sector has matured enough to be considering this area of development work. No one model fits all situations but the conclusions from this conference can nevertheless benefit the rest of the world. Central Asia is becoming increasingly important on the world scene due to the high educational level of its people.

Zhoomart Otorbaev concluded by saying that only the development of civil society can lead to realistic progress in this area; he especially appreciated the way in which Centre InterBilim is able to pass on their knowledge and experience to other organisations.

Brian Pratt (Director, INTRAC)

Brian Pratt first came to Bishkek in 1994. Nine years later, much has changed and developed. Kyrgyzstan has started to engage in international as well as regional networking. Central Asia's experience is being disseminated around the world through, for example, international conferences like the INTRAC conference held recently in the Netherlands (5th Evaluation Conference 2003).

We all monitor and evaluate, and look for indicators all the time – even unconsciously. M&E is not 'rocket science' but there are some basic principles and ideas. INTRAC has been involved in M&E for 10–15 years. Brian asked: how can we monitor and evaluate the impact of complex phenomena like social development and empowerment? How can we get the balance right between simple measurements and the complex cultural context of civil society? This means looking at a society as a whole, including the agency which is sponsoring evaluation.

Brian said that it is important at the outset to understand what we're doing. We want to encourage civil society to have a working, positive relationship with the state and the market. Our main aim is to improve people's lives. Who is the average citizen? There are different types, groups, genders, ethnic origins: all these make up a complex society. We especially want to improve the lives of marginalised groups. Failure to understand what we're doing in itself is not a crime – but failing to learn from mistakes is a crime. He proceeded to make a formal presentation of M&E ideas and approaches:

Methodological questions and challenges about M&E

- Attribution of results: we want to see how we can improve our successes.
- Be realistic about the goals and objectives we set ourselves. This is important for M&E because if the goals are too big we will be seen to fail.
- Clarity of time frame is important
- Distinguishing levels of output: what are we trying to achieve? When? Where? With whom?
- Clarity of definitions: e.g. what is civil society anyway?
- The nature of the relationship between the state and civil society. This is different in each country, and will impact on our M&E.
- Unproven assumptions: are we *sure*/how can we *show* that civil society programmes *will* improve people's lives? Is it different for people of different ages, generations, genders, nationalities etc.?

Operationalising M&E of civil society programmes

- Programmes need clear objectives. This is very important.
- Negotiate M&E frameworks with key stakeholders. How to identify them? Is everyone involved? Wide communication is important.
- Setting indicators: it's important that stakeholders know what they are, and have helped set them.
- Who's responsible for the different stages in a participatory process? Need to balance the short and long term: not just 'we held a conference' but *what happened* as the long-term impact of that conference.
- M&E shouldn't stand alone, it should be part of the development process and contribute to alleviating poverty or whatever the programme goal is. M&E should start a new process of re-designing the programme.

- Quantitative or qualitative M&E? Both are important. Count the number of people at a conference but also what are their perceptions of the conference?
- M&E systems should achieve a balance between being simple enough to work but complex enough to reflect the complexity of reality.

Different types of civil society support

- *Civil/political*, e.g. increased voter turnout, better gender mix in the political process. These are mainly quantitative measurements.
- Supporting the institutions of civil society, e.g. trade unions, training of NGOs.
- Proxy indicators are indicators which reflect something else, e.g. improved management – are CBOs able to go away and run their own programmes?
- *Socio-economic* impacts, e.g. improved access to services, better gender access. This is a longer-term process with more proxy indicators.

Lessons from INTRAC's experience of M&E

- Top-down versus bottom-up. M&E of civil society means we must engage with the beneficiaries. Have we actually improved their lives? Are they happy? Therefore, we must engage in *participatory M&E*.
- We must take a multi-stakeholder approach.
- Look at both short- and long-term effects and impact studies. Also, have a system that looks at *intended* and *unintended* effects of our programme.
- Spend a lot of time understanding the context in which we're working, both micro and macro, e.g. the overall national political context but also the context of this village or that village.

Anne Garbutt (Regional Manager Former Soviet Union, INTRAC)

Anne Garbutt spoke about the lessons learned from INTRAC's M&E experiences of the Central Asia Programme to date. INTRAC has tried to develop an M&E system that doesn't belong to INTRAC but belongs to the people who receive INTRAC services.

Participatory Monitoring of a Civil Society Strengthening Programme

INTRAC's approach to developing a Participatory Monitoring and Evaluation (PM&E) System for the ICAP Programme was to develop a system which would be consistent in its approach and methodology with the purpose and objectives of the programme itself. A key purpose was that the process of developing the M&E system as well as managing it would act as a model and training support for INTRAC partners in the region.

The workshops were planned so that key stakeholders (partners and donor representatives) would have an opportunity to comment on and further refine the programme objectives, as well as participate in the development of the fundamental elements of the system itself, before many of the activities began. We were characterising the active participation as Ownership/Empowerment from the following framework.

Participation and Inclusion

Participation must be a basic building block of the approach to PM&E rather than just rhetoric. It will not be achieved instantly but will increase and deepen as local people

gain confidence and become more involved in PM&E. The process has the following stages:

It is very important that participation is an **inclusive** process and is not restricted to dominant stakeholders who have the loudest voices. It is essential that the PM&E system describes the impact on all key stakeholders to ensure that there is an **equitable distribution** of benefits and the project does not contribute to inequality which is often at the heart of people's poverty.

The Process of Participation	
Passive participation ↓	Where stakeholders simply respond to requests for information and have no other role in PM&E.
Increasing involvement ↓	Where stakeholders volunteer information and express interest in how it is used.
Active participation ↓	Where stakeholders are involved in deciding what information should be collected, methods used and the analysis of the data.
Ownership/empowerment	Where stakeholders play a key role in selecting the criteria and indicators for measuring project progress and call the staff to account for the project's performance.

The reason for this form of participatory approach was to actively engage key stakeholders in the process and to encourage their ownership in monitoring and evaluating the programme over the next three years. A hoped for benefit of adopting this approach was that it would model the process of incorporating capacity building and ownership (and by implication sustainability) into the very fabric of the project/programme process. An additional planned benefit was that the development and implementation of the M&E process would provide a relevant and 'live' example on which to base future M&E workshops for NGOs and NGOSOs in the region.

The final indicator framework was developed from the output of the three regional workshops in February 2002 by the ICAP team. From this base the next step to develop a set of tools and agreement on where data would be collected from was planned for May 2002. The May workshop was based around two country workshops held in Kazakhstan and Kyrgyzstan and involved a small number of key INTRAC partners. The half-day workshop developed the tools and proposed the data locations, however there was not enough time available to develop more specific question guides for the proposed semi-structured interviews and questionnaires.

The process of developing an M&E system which has the full participation of the ICAP partners has been running for more than a year. It is a challenge and it is often hard to keep the priorities balanced. It is especially difficult not to fall into the trap of developing and managing the system externally. As we move into the next stage and the onus of both owning and managing the process is focused on Central Asia it will be essential to assess what support is appropriate and necessary, and when and how it can be provided.

It is clear that adopting this approach to developing and managing an M&E system is providing some very important lessons and directions for the future of M&E. With the focus now on capacity building initiatives and rights-based approaches, the lessons

gained from this work will feed into a greater understanding of how M&E systems can be developed which have methodologies with the following characteristics:

- the necessary rigour for data to be reliable and credible
- for data to be useful and appropriate to all stakeholders – therefore addressing issues of accessibility
- for M&E systems to be balanced and not a burden to those using them (which ends up in them not being used!)
- providing timely information
- for participation by different stakeholders (with a working definition or analysis of different types of participation)
- ensuring ownership belongs to all stakeholders

It is clear at this point in time that the new generation of M&E systems need to be treated as living organisms and not as static frameworks or straitjackets which suck information out of a project or programme. For this to be the case there must be a greater understanding of the integrated role of M&E as part and parcel of the process of development as well as an understanding and ability to hold the various elements outlined above in tension.

Ara Nazinyan (Deputy Director, Counterpart Consortium International, Central Asia)

Counterpart Consortium operates in all five Central Asian states – one of the largest civil society programmes in the region. The programme has gone through three main stages. In the first phase, from 1994, Counterpart focused on NGOs; in the second phase – on wider civil society; and in the third and current phase – on communities and beneficiaries.

M&E systems have moved gradually from a more formal to a more participatory approach. In the current phase Counterpart tries not to overburden programme staff with demands for reports and statistics. Stakeholders are increasingly viewed not only as a source of information but also as a resource for monitoring and evaluation.

Ara noted that the participatory approach has been utilised to strengthen the Counterpart community action programme, to contribute to the development of democratic processes in the communities, foster community management structures and increase the self-reliance approach. M&E services are a part of the contracts signed between Counterpart and the *oblast* level Civil Society Support Centres (CSSC), and CSSC staff members are trained in all aspects of participatory M&E including the use of tools and instruments developed specifically for PCA (participatory community assessment). Counterpart Hub centres have developed manuals on PM&E for the CSSCs that include tools for community monitoring such as community logbooks and local monitoring groups. A common set of indicators of programme success has been developed for the CAG programme that allows data summary and analysis. A recent Community Outreach workshop that CAG projects with the use of PM&E encourages additional community action because of the new found confidence and positive attitude toward the future of the community.

For full presentation, see Appendix 1.

Questions and Discussion

Tolekan Ismailova (Civil Society Against Corruption, Kyrgyzstan) asked: when did Counterpart Consortium start its programme of citizens' participation and why? Ara Nazinyan replied that Counterpart's work with NGOs has always been strategic. If civil society is to develop legitimately, it should have roots in society as a whole, for sustainability. We can't have a 'civil society' based on a small group of people. In the future, Counterpart will continue to develop the skills of civil society organisations; engaging in a new qualitative level of work with CBOs to strengthen their accountability to the community. It is interesting to see how NGOs, who themselves have often pushed for more openness and accountability from the government, when they themselves are questioned, resist it! Counterpart will continue working in all five countries of the region but at different levels. Counterpart is supported by USAID but there are other stakeholders too. Along with INTRAC, they run various programmes of skills training.

Erkinbek Kasybekov (Counterpart Kyrgyzstan) added: we know the principles of participatory M&E but often in practice, stakeholders' attendance at the early stages of a project is low. He asked Brian to describe in more detail the M&E of short and long-term impacts. Brian gave an example to answer the first question: ICAP's donor was persuaded to wait for one year, so that INTRAC could establish indications using a participatory method. This is quite an unusual luxury. If it is not possible, you should ask yourself what flexibility is there in your system to allow for changes as the programme develops? If the system is too inflexible, it is hard for beneficiaries to have an input into the programme and its M&E system. As to the second question, we need both short- and long-term monitoring. Many impacts only show in the long term, such as the effects on women of a training course. Only time will tell whether the impact is positive and intended; or positive (or negative) and unintended.

Farrukh Turyaev (ASTI, Tajikistan) asked: do we need advocacy on behalf of NGOs to donors about methods of M&E? In communities, different systems of M&E have existed for many years, not just reports. How do you take these into account? Anne Garbutt agreed that local NGOs should advocate to donors. There are different tools for measuring: traditional and non-traditional techniques.

Alfiya Mirasova (Save the Children Kyrgyzstan) stated that Save the Children has a global M&E system. How do you make such a large M&E system relevant to beneficiaries? Anne Garbutt responded that is difficult to have a global M&E system because needs differ in, for example, Africa or Asia. If you do have a global system, it must be flexible enough for local variations. For example, some systems have general outlines/broad goals, but also specific indicators for individual partner agencies (CARE has global aims with special approaches in Bangladesh).

Asiya Sasykbaeva asked what Ara Nazinyan considered to be the percentage of NGOs not yet ready to be open and transparent? Ara replied that there have been cases where NGOs directly resisted participation by beneficiaries, but he didn't know the percentage.

Mavluda Shirinova (Winrock International) expressed the opinion that we need to take political context into account in countries regarding the possibility of transparency. To what extent are donors, including INTRAC, transparent? Anne Garbutt explained that in the early days of INTRAC's work in Central Asia, there were problems with transparency because of a lack of partners with whom to share

information. However, the initial proposal was based on meetings with local partners; INTRAC may not have been totally successful, but they tried.

The conference then divided into **Programme Groups** covering the following sectors:

1. democracy and human rights
2. community development (two groups)
3. social welfare including health
4. small business and micro-credit
5. community development
6. national poverty strategies

In each programme group the facilitators guided the discussion around a set of main questions:

- What kind of programmes operate in this sphere (international, national, NGO)?
- What are the main features of M&E in this sector?
- How far is civil society involved in M&E?
- What main mechanisms are used for involvement of civil society?

Programme Groups

Group 1: Democracy and Human Rights

Facilitator: Erkinbek Kasybekov (Counterpart International Kyrgyzstan)

The programme group began with five speakers.

David Hoffman (USAID, Almaty) distributed the document 'NGO Thermometer', which is an internal USAID tool, and explained the mechanisms which USAID uses to monitor civil society development and to notify US taxpayers about the money spent. Evaluation instruments employed by USAID include surveys of public opinion plus the 'Sustainability Index' which measures the general state of civil society in 30 countries of Eastern Europe and CIS. This tends to give a high rating, so other techniques are used to check responses – for example the tool called 'Blind Consensus'. A combination of different methods gives best results, and information is published on the USAID website. For the full case study, please see Appendix 2.

Nataliya Shabunts (NGO Civic Dignity, Turkmenistan) briefly described recent processes in her country which show that the third sector faces many problems and that everything relating to 'democracy' and 'civil society' is opposed by the powers that be. Human rights monitoring is vital: however, international organisations all too often shut their eyes to processes in this field. A practical example of the difficulties for NGOs in trying to carry out M&E in Turkmenistan was given by Zalina Rossoshanskaya (Bosfor Youth Centre). Her organisation has been trying to develop a Legal Clinic for refugees with support from UNHCR (these are Turkmen nationals who fled from Tajikistan during the Civil War). There are constraints from the local authorities. First, the government does not know the exact number of refugees. Second, they would not allow them to visit refugees in their temporary locations. This was possible only with the support of the UN. Third, there is a general lack of public information. On the two official TV channels in Turkmenistan they broadcast only concerts. There is a serious shortage of equipment (e.g. copying machines) and technical support for NGOs. Zalina distributed a hand-out showing the results of monitoring conducted among the local population. Due to the absence of a strong civil society, people are afraid to fill in questionnaires, so this was done anonymously.

Shukhrat Juraev (*Mahalla* Chairman, Uzbekistan) presented information about the role of the *mahalla* in Uzbekistan. There are 448 of these local (community) self-government bodies in Tashkent. Some international organisations work with *mahalla*, but only a few have received financial support. Eighty per cent of *mahallas* function in social welfare. In Shukhrat's own *mahalla* there are 12 specialised commissions and two functioning NGOs (e.g. the 'Umidvorlik' Centre, which is a member of the Commission on the Disabled, and which helps to organise seminars in the *mahalla* on the rights of the disabled). The *mahalla* makes possible a degree of community control of welfare services. Currently there is a pedagogue in the *makhallya* working with children under school age. Jointly they identified the most vulnerable families and potential offenders.

Tolekan Ismailova (NGO 'Civil Society Against Corruption', Kyrgyzstan) stated that internal M&E is a guarantee of NGO sustainability. The network of human rights organisations has been vital in analysing developments in the external environment and in learning from international HR experience. Tolekan was asked to what degree do activities meet beneficiaries' needs? When carrying out evaluations, people are involved in public hearings and forums. A large-scale evaluation of the

democratisation process could facilitate major change in society, ensuring that future policy does not forfeit democracy or deny human rights. In addition, M&E is important in poverty alleviation and combating corruption.

A wide-ranging discussion followed, with questions to speakers and further contributions from participants.

David was asked: have you undertaken an evaluation of the Sustainability Index with other donors? How do they assess the situation? He replied that they involve local NGOs so as to learn their opinion. The NGO Thermometer is meant for local NGOs which are directly supported by USAID. The reports can be found on the official USAID website.

Tolekan was asked whether there are any examples of partnership with the government in M&E? Representatives and officials from the state structures may wish to include civil society, but cannot always influence their superiors. Tolekan explained that people are afraid to tell the truth. Participatory evaluation and research frightens government officials: they do not want the people to talk about how difficult life is for the poor.

Muattar Khaydarova (Gender and Development, Tajikistan) noted that jointly with ICNL (International Council for Non-Profit Law) and the Tajik Parliament, they are working on the development of a legal framework for NGOs. They participate in national and international training programmes on human rights, and in programmes reforming the penal system, combating corruption, trafficking people and management in border areas. Latif Khodyaev (NGO Civilisation, Tajikistan) described the results of the first stage of the M&E programme on the position of women in the *deckhan* (farming) economy which his organisation is carrying out jointly with UNIFEM and other organisations implementing programmes for women. This issue was brought up in Parliament, and there are now special parliamentary hearings on the situation of women with UNIFEM. The M&E work involved local questionnaires and seminars with donors, representatives of the Committee of Deckhan Economies, and the mass media.

UNDP in Kazakhstan is working at enhancing NGO activities and wider participation in the forthcoming local elections campaign. The second area of work is the NGO role in poverty alleviation. Galiya Omarova (ASTRA, Kazakhstan) described their project for participatory M&E with community involvement, and for training civil servants. Their joint work in M&E includes non-commercial and international organisations, donor agencies and the beneficiaries themselves.

Elmira Shishkaraeva (Soros, Kyrgyzstan) described the new model of M&E being developed by the Soros Foundation with greater NGO involvement. The previous M&E system did not involve NGOs. Another M&E system was developed for an evaluation of women's crisis centres. First, the crisis centres got together to share information on their activities. As a result of a number of such meetings an association of crisis centres was established which began to implement joint M&E. The tools used included questionnaires, partner involvement, a participatory approach, and regular meetings.

This discussion then turned to important issues at the national level.

Aliya Unusova (National Centre for Human Rights) described two important developments in Uzbekistan. First, the Ombudsman is involved in monitoring citizens' applications to courts. Second, specialist groups have been established to study civil

society problems at the Institute for Strategic Research. All in all, five groups have been set up (religion, mass media, entrepreneurship, the court system, and legal reform). In Kyrgyzstan too, there have been major developments at the national level. Tolekan mentioned NGO participation in the design of the Comprehensive Development Framework (CDF), and the organisation of public hearings – of which over 200 were held to discuss the recent constitutional reforms. M&E can be conducted through the mass media by the publication of information and reports, and journalists' investigations. Finally, human rights experts play an important role.

The question of how far NGOs can collaborate with the state without losing their independence was raised by Emil Sultanbaev (Development Cooperation in Central Asia, Kyrgyzstan). He noted the government's tendency to set up their own 'pocket' NGOs. This was echoed by Latif who said that there are three types of NGOs in Tajikistan: 1) real NGOs; 2) 'pocket' NGOs (set up by government officials); 3) NGOs set up by international organisations or their local employees.

At the local level, there is some good experience of participation alongside government bodies, and this should be widely disseminated so as to restore citizens' belief in elections and other democratic processes. However, many NGOs are unable to participate in M&E of democratic processes. For a small organisation this is a huge task, hence it may be more realistic for NGO coalitions to do it.

As for beneficiaries, Emil noted that NGO target groups will change as the market for NGO services develops. The more frequently NGOs communicate with their target groups, the better will be their image in society. One way of developing M&E might be to use trained NGO personnel in other structures – for example in government service.

Asiya Sasykbaeva (Centre InterBilim) noted that there must be a balance between the interests of the majority and marginal groups' involvement in decision making. NGOs have a role in lobbying for small business; through their M&E they help parliament improve the existing legal framework. In the field of social welfare services, there must be open tenders where NGOs can participate alongside state organisations. How can partnership with the state be established, to ensure the proper functioning of the new state order system? How can monitoring be carried out when there are so many 'pocket' NGOs? It was suggested that NGOs should establish councils or committees responsible for the M&E of the contracting process.

NGOs in Kyrgyzstan have already started monitoring of political party activities and started to fight corruption. Twelve anti-corruption committees were set up, which will implement the M&E of local government activities. It was noted that the statistics on citizens' complaints show that major violators of human rights include state bodies, teachers, and multinational companies.

This led to a discussion about the internal problems of NGOs. Participants noted that some NGOs are themselves corrupt in the sense that they are set up by members of a single family. NGO registration is formal. They do not keep minutes of general meetings or write reports on their activities. Democratic principles must be practised in NGOs themselves. An M&E system is necessary for NGOs, as they have no skills to put forward constructive proposals, to be consistent about their goals, tasks, and target groups.

In conclusion, it was agreed that for a real contribution to the M&E of development programmes, civil society organisations must be independent of both donors and the state.

Group 2: Community Development

Facilitator: Olga Janaeva (NGO Alga, Kyrgyzstan)

Group work began with short presentations.

Lyazzat Ishmukhamedova described the work of NGO Moldir in poverty reduction in Kazakhstan. Government programmes in this field are ineffective, in particular the work of the Ministry of Labour and Social protection. Moldir works with women on small business development, childcare and general charitable activity. People's mentality is a big issue. It is very difficult to conduct monitoring of one's own activities, but NGOs must develop their own expertise so they can transfer this experience to the target groups later on. Participatory monitoring is the most successful monitoring.

Eldor Amirkulov (Samarkand CSSC) said that while people tend to rely on the *mahalla* to solve everything, many problems remain. M&E is perceived by people at the local level as a formal top-down inspection. Everyone tries to hide the negative sides – people and NGOs. A new approach to M&E must be found, and it must be clear to everyone that the evaluator is a consultant. The insufficient understanding of M&E is a brake on community development. Indicators for both community mobilisation and the conduct of research work are needed. Almost always indicators are developed by donors.

The crucial role of project or NGO support centres (particularly in training) was identified by Tatiyana Temirova (NGO Alga). People need to understand the importance of M&E right from the planning stage. This was echoed by Shahodat Sultanova (NGO Saodat) whose women's support programme in Khojend, Tajikistan, is assisted by a project implementation unit. The project began in July 2002 and will continue for 28 months. A local NGO was established and the project works with five local communities. Shahodat described positive aspects such as successful cooperation with heads of local communities but noted that people do hide the truth sometimes, which leads to complications. For instance, in one project the criteria for supporting women is that their husbands have left home in search of work – M&E revealed that sometimes the real situation in the family is concealed.

Yusuf Kurbanhujaev (NGO Ittifok) described the Swiss-funded project 'Strengthening of Civil Society' in which Ittifok is a partner along with UNDP and NGOs Foundation for Tolerance International and ACTED. The project has a wide range of activities including education, community mobilisation, technical projects, advocacy campaigns, and lobbying of interests. The partners conduct monitoring every three months, looking at outcomes, impact, and the local context. However, Yusuf commented that partnership principles are not fully implemented. For example, government structures don't participate in the process of M&E. Other reasons why the process is unsatisfactory include: passive participation of citizens; people were not involved in the definition of priorities; insufficient knowledge among specialists conducting the M&E; poor planning and feedback of the output of M&E.

How can the possibility of manipulation of results be reduced? Looking at the Counterpart community action programme and the work of civil society support centres, it was noted that the success of a project evaluation can be seen in the creation of a plan of action for the community itself. Eldor said that we should talk about problems, and not only about success. Moreover, M&E is only conducted in communities which have got funds. Communities which didn't get funds are not being

monitored. It would be useful to carry out comparative research, but money is needed for this.

Eldor commented that at the initial project stage, there is an expectation in the community that someone will come in and solve their problems – whereas there should be confidence and reliance on their own forces. When participatory community assessment (PCA) is implemented, people are informed that it is a workshop for the community and not for the project, in order to avoid unrealistic expectations. It's very important for community development that people think about the plans and their consequences for the community before it all begins. Eldor's comments were supported by Altynai Kusainova, M&E specialist at Counterpart's regional office. She said that it is necessary to involve communities more actively in the development of indicators. The external evaluator should start by studying the local situation. Indicators developed by the people are better than indicators developed by the programme. People should have the feeling of ownership.

Many of the assumptions behind the discussion were then challenged by Shukhrat Abdullaev from FACT/Tashkent CSSC. Shukhrat argued that there is a huge communication and understanding gap between donors and communities. Measurement against indicators set by donors is almost impossible. The reports don't lead to real actions. Even the term 'community development' raises a fundamental question. He doubted that for inhabitants of Uzbekistan there is such a thing as a community development programme. The programme lacks real communication with the target group. Shukhrat questioned whether communities are capable of developing themselves. Maybe the element of communal association is not the basic ingredient, maybe individual approaches are more important (e.g. small business). Maybe it is not necessary to develop communities?

Lyazzat replied that there is little alternative to community development. However, she agreed that it is questionable whether NGOs or donors should try to establish new communities. Charlie Buxton (INTRAC) joined the discussion to note that community development is a key part of many services in European countries. In such environments social partnership mechanisms can play an important role and there is a 'social market' for services. Community outreach is important for economic, educational and social programmes.

Olga Janaeva presented a case study of M&E. DFID invited NGO Alga to help conduct M&E on a project for telephone installation in mountain regions. Alga developed the M&E based on the project's objectives and goals, using a participatory approach. As a result of M&E, Alga came to the conclusion that the project costs would never achieve the planned profitability. The reason was that the financial position of the local population had not been taken into account at the preparatory stage. The project was doomed to failure. This raised the question of what to do next. It was necessary to develop new conditions. The stakeholders were properly consulted and a new technical solution found. As a result of this input, the project benefited 200 households instead of 30. In reply to questions, Olga clarified that Alga's role was as an independent third party. In her opinion an independent third party can often play a key role, bringing a 'fresh' view from outside the project. The donors should be ready to trust this independent expertise.

The experience of the group as regards donors was quite varied. Altunai commented that in USAID programmes, methods of fast evaluation are not effective. But participatory M&E takes a lot of resources. Tatiyana (Alga) addressed the issue of time: the involvement of communities in M&E takes time and when Alga started, they didn't have any experience in it. Now, communities are defining criteria and indicators

together with NGO Alga, as well as suggesting tools. But in other areas, NGO staff still need training, and community mobilisation is still to be done.

Group 3: Social Welfare Including Healthcare

Facilitators: Gulmira Jamanova (CASDIN, Kazakhstan) and Zeinab Salieva (Bukhara Information & Cultural Centre)

Participants were invited to describe the social programmes which their organisations are involved in.

Kaliya Moldogazieva (NGO Tree of Life, Kyrgyzstan) talked about the field of health care. Her NGO conducts M&E of international financial organisations involved in environmental rehabilitation programmes. She noted that it is very important to distinguish between the process of monitoring as such, and donor organisations' monitoring systems.

Three participants from Tajikistan gave examples of M&E with international agencies. Alisher Rakhmonberdiev described work carried out by the Manizha Centre, Dushanbe, on three projects over the last two years: 1) UNICEF – Sanitation and Hygiene and Clean Water; 2) World Bank – Education Support; 3) UNDP – Community Development Centres. For monitoring these programmes Manizha used questionnaires compiled by the respective international organisations. Igor Pak (Tajik Training) said that his group has evaluated a Mercy Corps programme in health care; they have also done an evaluation of Counterpart Consortium community projects and an impact assessment of poverty levels within a World Bank programme. Tursunoy Isameddinova (NGO Nilufar) had worked in M&E of 1) a World Bank housing programme; 2) water supply and sewage in Dushanbe; 3) women's empowerment and economic development.

At the end of this part of the session, a formal presentation was given to the group by Alfiya Mirasova, Save the Children Fund (UK), concerning Global Impact Monitoring of a project for support to communities in development of services to children. This involved external and internal programme evaluation around five main change indicators (for full details, see Appendix 2).

The facilitators then moved on to ask participants about their own role and approaches in conducting M&E.

In Igor's project (funded by UNICEF), local staff were involved in the planning of M&E. They received coaching in self-assessment techniques. Alisher noted that the state programme of sanitation and hygiene involved all the stakeholders in M&E for the first time. However, very often donors establish the evaluation criteria and then find specialised agencies to carry out the evaluation. Jamilya Babadjanova (Winrock International, Uzbekistan) replied that this is why it is important to develop an internal M&E system. Kaliya, by contrast, argued that M&E expertise and resources are not readily available in the region. There is some information but no relevant practice. In fact public opinion is manipulated. Most often there is only a show of public participation.

Zoya then posed a further question to the group: 'Who has benefited from the M&E of the programmes you mentioned? What were the lessons learnt?'

Aumi Mizomoto (UNICEF) said she would like to clarify the issue of M&E required by donor organisations. M&E should be part of an organisation's internal system to be used in planning. Thus, the organisation has a set of rules where you can use your own system or alternatively you have to follow the donors' criteria. External monitoring gives an idea of the activities' impact. Alisher suggested that while NGOs have their own M&E systems, mostly NGO staff are involved as local experts in the monitoring of donor programmes. Donor organisations require indicators of the outcome, based on their main objectives. The question is whether the organisation really follows this plan.

Zoya presented a chart showing three levels of monitoring and evaluation for NGOs: 1) project level; 2) programme level; 3) political level. She noted that the third level is the determining one. To illustrate this, Zoya presented Alan Fowler's scheme (see box in Appendix 3).

This began a lively discussion on decision making. Nataliya Ablova (Human Rights Bureau, Kyrgyzstan) stated that currently public consultations are purely formal. There must be real consultation, whereas at present this or that direction in reform is taken 'for us but without us'. The government makes decisions based upon international donors' grant proposals and the people are deprived of choice. When international financial institutions give loans for the reforms they are recovered from the citizens' taxes, but citizens' opinions are ignored. Such reforms can hardly be called constitutional. Civil servants, for instance, who work in the field of health care, now admit that a well-functioning public system was disrupted and that they will now have to bring in new reforms. This was supported by Zuhra Saidaminova who reported that her association (Uzbek Federation of Consumers' Rights) has been involved in monitoring the equipment used in medical institutions. The outcome is frustrating. Patients now have to pay for the medicines they use. The association receives a lot of complaints from maternity homes about the violation of the patients' human rights. There is no law which can properly safeguard citizens' health. There are no proper standards for treatment or medicines. It was argued that sometimes donors seem not to be interested in the local legal framework, instead proposing programmes devised in Washington, for example. Even the method of implementation is secondary for them.

This means that the level at which decision making happens is very important for programmes. Zoya concluded by suggesting that the key stakeholders at the three main levels can be defined as: political level – state authorities and departments; programme level – international donor organisations and agencies; project level – NGOs, communities and beneficiaries. She suggested the group develop recommendations on all the above mentioned problems.

Group 4: Small Business and Micro-credit

Facilitator: Yazgylych Charyev (Counterpart International, Turkmenistan)

The group began by making a list of regional programmes and projects in small business development and micro-credits (see Appendix 3).

Mavluda Shirinova (Winrock International, Uzbekistan) summarised her experience. At the beginning much attention in M&E was paid to quantitative analysis (how many people received credits, whether they were recovered on schedule, what the outcome was in terms of income). Now they pay more attention to qualitative analysis. They selected three target areas with two *kishlaks* (settlements) in each, and developed M&E criteria and indicators on the basis of INTRAC methodology,

which enabled them to involve more beneficiaries and civil society groups in the process.

In answer to questions from the group, Mavluda explained that the participants in the new M&E system include the local *mahalla* and *khokimiyat*. The main changes in the M&E system involve indicators. For example, SABR has introduced an indicator about how often women complain to the *mahalla* committee about family conflicts. Research was carried out which compared results and showed that the number of complaints had reduced. Participatory evaluation is organised in the following way: everyone (NGOs, beneficiaries, stakeholders) meets together, they agree on the procedure and conduct on-site inspections. Beneficiaries and *mahalla* committees participate in criteria development and needs assessment. There are separate meetings with the *khokimiyat* officials (because beneficiaries are not open in their presence), where information is shared and their advice is sought on the selection of locations for activities, and what kind of support they can give.

The next question discussed was: how do international organisations implement M&E? Artik Kuzmin (Daulet) talked about UNDP's experience in Karshy (Uzbekistan). There are special social workers who pay regular visits to beneficiaries, interview them and track their development. This is a case of ordinary internal monitoring. The participants noted that they lack information on the activities of international organisations, though UNDP publishes a number of useful reports. The Soros and Eurasia Foundations invite an external evaluator and develop evaluation criteria and tasks. The expert carries out the evaluation using terms of reference worked out by the customer. These organisations rely more on experts and local NGOs are not experts: they can express their personal opinion but not evaluate.

It was agreed that one of the main uses of evaluation is to promote the work of the organisation; however, international organisations may not really need to use it for this. Participants felt that such agencies are less interested in beneficiaries' opinions; they simply carry out an internal professional evaluation (only occasionally involving NGOs in this) and prepare reports for donors. Local NGOs, on the other hand, try to involve beneficiaries, local government agencies and other civil society organisations. CSOs participate in poverty assessment for purely economic projects but often people are reluctant to answer financial questions, therefore professional interviewers are necessary.

The facilitator turned the discussion to M&E in the area of economic development. What are the mechanisms for involving beneficiaries and CSOs in M&E? The group listed information sharing, round table discussions and participatory rural assessment (PRA). This is not just research, it activates and involves the population in public events, mass media coverage, presentations and consultations with local community for M&E purposes.

A representative of a micro-credit programme said that they don't do evaluation as such, what they do is get regular feedback from beneficiaries on increases in incomes and on various welfare indicators. All the information on the programme is open. PRA methods are better suited to research and pre-project evaluation, but some of them can be used in M&E. This can be contrasted with M&E by the World Bank, for example, in which there is no civil society involvement. Examples where organisations undertake participatory evaluation techniques are not numerous. Donors, (e.g. UNDP, World Bank) too, when requesting information, normally ask how many people live below the poverty line, thus relying in reality on quantitative analysis rather than qualitative or participatory M&E procedures.

Problems exist in this area; negative factors of the legal framework/state policy include financial constraints, the absence of laws on micro-credits, and a reluctance on the part of some agencies to let competitors in. There is also a lack of interest on the part of local government bodies and a lack of formal agreements between international organisations and the government.

This last point caused an interesting discussion. One member of the group said that all international organisations should sign formal agreements with their partners, so that the aims and objectives of their work in Central Asia are more transparent. For another participant, this is unnecessary because international organisations are accredited anyway by the Ministry of Foreign Affairs; and it is clear that by and large, international organisations are here to help poor people.

The group then discussed the M&E of small business programmes. Several international organisations are involved in this sector. The goals of SME programmes are generally focused around the reduction of barriers (such as tax and customs). NGOs and associations work on this issue, assisting small businesses in lobbying for their interests.

Questions were asked about tracking mechanisms and whether there was anybody investigating the impact of the existing legal framework on SMEs. Participants stated that there is no special structure but several NGOs do this as part of their activities. For example, TACIS organised a country-wide survey in Kyrgyzstan but the data was not fully processed. Several NGOs were hired, with limited community participation to assist the poll.

In Kyrgyzstan, 8 to 10 donor organisations working on economic development meet regularly (among them the World Bank, UNDP, USAID, ADB). CAMFA (Central Asia Micro Finance Alliance) holds monthly meetings but they mainly discuss problems relating to the legal framework with National Bank officers. The regions are different, so the problems are different too. There is no attempt to gain the involvement and participation of beneficiaries or to promote their interests. What is needed is a greater coordination of work to focus on organisation development issues facing clients of economic programmes, so that both programmes and NGOs can unite efforts with the clients' involvement.

The group then considered a number of questions relating to micro-credits. Do all the indicators in micro-credits aim at poverty alleviation? Perhaps the indicators should be changed? Do donors dictate their priorities or do they listen to beneficiaries? Are implementing agencies involved in setting priorities? The spread of donor programmes in micro-credit is very uneven: in Kyrgyzstan there are several programmes, in Uzbekistan there are few. It is not typical for donors to come and ask NGOs how to work, but this may be explained by a low level of civil society activity. One organisation did research into the interaction between CSOs and state bodies. The research shows that when state agencies asked CSOs what areas they would like to cooperate in, no one could answer the question!

Entrepreneurs rarely complain, even about big problems such as corruption – let alone consider the possibility of eliminating it. There is mistrust when businessmen advise the government, for governments do not consider private businesses as partners, and ignore their efforts. There is no local expertise with which to investigate the impact of the state on business. CSOs could undertake this but they are not ready.

What role can the media play in the M&E of economic programmes? In countries like Uzbekistan, the mass media do not enjoy any credibility. By contrast, in Kyrgyzstan, the state and opposition newspapers are in conflict with each other. There is only one international programme working on the mass media–business relationship. This is Internews. This means that overall there is a lack of social partnership between mass media and business.

NGOs should issue full and clear reports on their work. Civil society needs consistent and well directed public relations (PR). However, many NGOs do not work with the media, they don't see any advantages and they don't know what PR means. They are afraid of publicity; they think they will not be able to cope with the demand from potential clients. Nor do donor programmes envisage resources for PR or promotion. Micro-credit programmes lack allocations for research, PR or advocacy.

Group 5: Community Development

Facilitator: Svetlana Bashtavenko (Umit)

The participants introduced themselves and their work in community development and its M&E.

Nadya Yegai (USAID, Tajikistan) is working on a Humanitarian Aid Programme which has four trained staff who conducted evaluation of programmes for economic and community development. They are involving communities in order to find out about the efficiency of programmes and how they can be improved. They are doing M&E of the training component in both Uzbekistan and Tajikistan and want to do more study in this direction. Robert Birkens and Irina Repnikova (USAID Kazakhstan, Uzbekistan) added that their programmes also have specialists trained to carry out M&E at both programme and project level in Central Asia. They do internal evaluation of projects so as to get information on what kind of programmes are needed, and to make them more responsive and flexible.

Yevgeniya Zatoka talked about Dahoguz Ecological Club (Turkmenistan), which has implemented 20 different projects over the last 10 years. M&E is taken into account during the formulation of the project. Yevgeniya's experience of the M&E questionnaires used by Counterpart Consortium is that they are too bulky and the questions are not readily comprehensible for rural citizens in Turkmenistan. Her NGO also conducts internal M&E.

Rustam Bakhrudinov works as a grant manager for NGO Fidokor in southern Tajikistan. Before this he was a monitoring specialist on a community mobilisation project and helped to carry out a participatory evaluation of a UNHCR project working with communities. A team of community workers and engineers helped the community to assess the benefits of a drinking water programme. For example, the project brought water to one village where there had been no running water for 10 years and the villagers had to carry water from three kilometres away, in winter and in summer. Everyone in the village, including the local security forces, were grateful because people were in despair, having applied unsuccessfully to all possible government structures for a resolution of the problem. The difficult conditions in Tajikistan were emphasised by Adiba Kasymova, whose organisation Centre Razvitiye is just one and a half years old. Their objective is NGO capacity strengthening. There is absence of information, people doesn't know what is happening in communities. They are encouraging people to believe in themselves

and their own strength. They have worked in community mobilisation in remote areas and they are continuing to work on evaluation.

Alisher Tastenov spoke on behalf of the government sector (presidential administration, Kazakhstan). The Institute of Strategic Research is studying civil society and how government can better cooperate with NGOs. They are looking at problem areas and implementing development of local communities, including monitoring. Better NGO participation would help to put socially important issues into society's hands instead of government hands. The Institute makes recommendations to the Government and its various departments and structures, as well as to society at large.

Also in Kazakhstan, Dmitrei Dei gave some positive examples of M&E. The Kostanai CSSC has implemented 10 projects including taking responsibility for the final evaluation. They have conducted participatory M&E with villagers on housing issues together with the local administration (*akimiat*). Before 1995, the CSSC was able to work at the self-management level in Kostanai city, but this is not possible since the Law on Self Management was not adopted. Dmitri stressed that civil society needs to monitor the work of locally elected deputies, and that the success of civil society depends on both participation of citizens and activity of local communities. The work of UNDP in Kazakhstan was described by Raushan Musina. UNDP is implementing three projects in Semipalatinsk: 1) small grants; 2) micro-credits for women; 3) small and medium business. The small grant programme is oriented towards rural areas where people know nothing about grants or how to get them. But the local communities are very active. They are considering how to increase the involvement of beneficiaries in M&E.

Dildora Alimbekova introduced the work of the Business Womens Association in Uzbekistan. BWA has been in operation for 12 years, during which time they have implemented 24 projects focused on the training of women, advocacy and M&E; and have trained almost 6000 women, 810 of whom have started their own business. As a result of this work, the Uzbek Parliament involved them in monitoring programmes for women. They won a tender advertised by the World Bank on work with communities. Dildora said that NGOs now have a firm base in Uzbekistan – they felt confident enough last year to write a public letter noting that a lot of international projects are not relevant to the local situation in the country.

Finally there were two contributions from Kyrgyzstan. Shaun Roberts talked about USAID's M&E – whether regular and ongoing, annual, or end-of-project (where an independent group undertakes the evaluation). Although Shaun works mainly in the media field, he noted that there are a lot of projects on work with communities. These projects have long-term aims for structural change. For example, the World Bank has a big stake in decentralisation in Kyrgyzstan, and USAID has major projects on the democratisation of civil society and governance in the economic field. From the NGO side, Raya Kadyrova described the work of NGO Foundation for Tolerance International in the Fergana Valley for the prevention and resolution of interethnic conflicts. Raia said that FTI is both a subject and an object of M&E, having 12 donors and different missions visiting them constantly. They were included in a working group for the M&E of UNDP's programmes on Decentralisation, Poverty Alleviation and Preventative Development. As a result of their work, M&E is done in a more qualitative way and international organisations are getting the benefit of improvements to their programmes. Raya distinguished between community development and community mobilisation, and urged participants to move from 'programmes of survival' to 'development programmes'.

Svetlana then made a short summary of the first session. There were two main recommendations from participants in this session:

1. To move from programmes of survival to development programmes (there are a lot of factors influencing the region and even programmes of survival should contain elements of development);
2. To be oriented on permanent change. For instance, it's necessary to develop sustainability after the end of the project. Thus, if a water channel is being constructed during M&E the question is usually: what will you do if the water system breaks down? But the community often answers that they will apply for the next grant in order to repair it!

Chinara Biyalieva (Centre for Social Research, Kyrgyzstan) gave a presentation. The Centre is conducting research in the framework of a World Bank project 'Community Initiatives Development', studying the development model used in the project Sustainable Livelihoods for Livestock Producing Communities (SLLPC). Chinara described the approach based on seven key development criteria or 'domains', including the problems in analysing the impact of the project (for full information, see case study in Appendix 2).

This led to a discussion about donors and their focus on particular geographical areas. For example, within Kyrgyzstan there are few donors in Jalal-Abad *oblast* and this creates an imbalance. Sometimes the donor priorities change radically. Dildora (BWA) said that previously Uzbekistan was always at the back of the queue for humanitarian aid. But now the situation has changed, at least in Fergana Valley. But there are still lots of provinces where no donors are working.

Participants concluded with a short discussion on the importance of M&E for the Central Asian region. Raya noted that it's actually very difficult to be an independent evaluator and maybe it's necessary to establish an association of evaluators in Central Asia. Anne Garbutt (INTRAC) mentioned the positive example of the Comprehensive Development Framework national programme, where the Kyrgyz government is committed to discussions with civil society, and where some NGOs participate actively in the M&E of government activity.

Group 6: National Poverty Strategies

Facilitator: Simon Forrester (INTRAC)

This group looked at a broad range of national programmes to reduce poverty and how civil society is involved in the M&E of programmes. The group focused in particular on the PRS (poverty reduction strategy) processes in Kyrgyzstan and Tajikistan, but drew participants from the entire region. Participants represented a range of organisations and sectors, including NGOs, national governments and international agencies. To stimulate discussion and identify key areas of concern and good practice, the group began by listening to presentations by the two resource persons and in reviewing the collective experience of the group in terms of the monitoring of poverty reduction programmes.

Farrukh Turyaev (ASTI, Khojend) first talked about the experience in Tajikistan of establishing a National Poverty Reduction Strategy Paper and the challenges faced in making the process a participatory one, particularly in respect of the participation of civil society in monitoring the implementation of the strategy. From the experience of ASTI in the preparation phase, Farrukh noted a number of immediate challenges

and some guiding methodology. These included gaining agreement on definitions and objectives both in making the process sensitive to Tajikistan's needs and in planning M&E. For full details, see Appendix 2.

A number of questions were put to Farrukh, concerning how productive was the participation of civil society in the M&E design work, and what kind of indicators were being used. In reply, Farrukh said that it was difficult to evaluate or measure the 'helpfulness' of the participation; and with respect to the second issue, gave an example of an indicator that tried to measure the role of social development training activities in the long-term impact of PRS implementation.

Marat Aitmagambetov (Counterpart International, Kazakhstan) asked whether participants wanted to review a common definition of what civil society is? In response Leonid Komarover (CDF Secretariat) noted that the Kyrgyz Government tended toward an inclusive definition, but for practical purposes we can talk about government, business, and a third sector comprising of everything else. Participants agreed that mass media was part of this definition for civil society.

Leonid was then asked, as the second resource person, to brief participants on the PRSP experience in Kyrgyzstan. His presentation laid out the main stages of the process, key documents, the role of civil society and inter-sectoral partnerships at all levels, as well as the importance of budgetary and financial issues (see Appendix 2).

With particular reference to M&E, Leonid said that participatory processes were taken into careful account in planning the M&E of the PRSP. All stakeholders should be involved. The main challenges for monitoring were: 1) critical analysis of poverty statistics; 2) use of better information management tools to increase transparency and accountability; 3) including mass media as an important partner in the M&E process. Leonid concluded by saying that it was paramount that partnerships and cooperation was the way forward and thus NGOs must be actively involved in the M&E of the PRSP.

Questions and comments related to the PRSP process in Kyrgyzstan were not restricted to M&E issues, but included issues about financing the programme, the apparent lack of empowerment of engaged civil society organisations, and what kind of CSOs were involved. Leonid commented that on the issue of funding, the past reliance on subsidies from Moscow under the Soviet system had meant a distorted understanding of both needs and resources. Coordinated work with international donors was key to resolving some of the issues and he hoped that donors would respond. He also mentioned that these were common issues discussed with other PRSP countries: Armenia, Georgia, and Tajikistan. As for the type of CSOs engaged, not all of them are registered NGOs, but the process of NGO registration in Kyrgyzstan is not difficult in any case.

Commentary on poverty reduction activities in other countries

It was noted by Mavluda Shirinova (Winrock International) that ironically the Uzbek authorities do not formally talk of 'poverty', but that rather there are issues related to 'low income families'. This in itself poses challenges for M&E work around activities which clearly are designed to fight poverty in the same sense as in any other country. Donors and international organisations are supporting such initiatives in Uzbekistan. UNDP is piloting a poverty alleviation programme; Novib and the World Bank support income generation projects with Mercy Corps International in the Fergana Valley; and both Counterpart and VOCA have supported community development work in some of the poorest settlements.

Some participants commented on how immature community groups and irresponsible donors can distort poverty reduction efforts. Examples were quoted of project proposals requesting transport facilities purely because it was known that the donor concerned would provide them, regardless of the need. Similarly it was remarked that in Kyrgyzstan there is concern over the lack of capacity of CBOs to manage credit and debt responsibilities. Following this it was suggested that we need to revisit what we mean by 'participation'. Parviz Kodyrov (NSIFT, Tajikistan) said it was important to have quality participation at the earliest stages of project development, and Farrukh noted that participation was also important at the stage of M&E.

But how do we overcome the doubts that people have over the quality of certain self-assessment work, asked Leonid Komarover? From Ukraine it was noted that peoples' attitudes to the M&E process can adversely affect the end results. We are sometimes like students who always want to know 'the score' for our work, without thinking of the underlying use of the monitoring findings.

Discussion points on M&E of PR strategies

Mukhabat Nazimova (Association of Business Women, Khujand) talked about specific poverty reduction activities aimed at women, including micro-credit and income generation work. However, one of her frustrations was the lack of funding available for sufficient monitoring of this work or for making any reasonable impact assessments. She emphasised how important it was for funding to be earmarked for such research. Similarly, Parviz mentioned that his agency had signed an agreement with the World Bank to establish a fund for small business development and that this required careful monitoring. The deputy mayor of Khujand city (Tajikistan), Abdumannon Abduakhatov, remarked that *hakimat* officials had been fully involved in the M&E of two infrastructure projects implemented under the PRSP with Japanese funding, but that currently the local government is not involved in initiatives implemented by CSOs, and asked for better cooperation.

On funding issues and the role of donors, it was noteworthy that in Kyrgyzstan the Asian Development Bank (ADB) and World Bank (WB) took different approaches to implementation strategies, and this has M&E implications. ADB negotiates directly with NGOs in implementing water supply programmes, whereas WB goes through the state departments. However, currently a new village investment programme, managed through WB, is designed to channel funds direct to communities and not through the state budget.

On engagement between state and NGOs on the PRSP M&E process, it was remarked that Kyrgyzstan seemed to show plenty of good examples. Valentina Zhitineva from the pensioners lobbying group agreed that the Kyrgyz Government is open, but that in reality it was not always easy to get access to officials. Leonid Komarover said that the two years to prepare the PRSP involved very important lobbying from NGOs and that this had a profound effect on the process. He said the Kyrgyz Government welcomed criticism and that it needed to be monitored by civil society.

Discussion on approaches to the M&E of poverty reduction work ranged across different levels. Parviz (Tajikistan) noted that they had attempted to merge indicators for all regions of the country and for all sectors of the PRSP, but that this was a very difficult task. He asked whether it would be better to maintain a mix of a few national indicators and many micro-level indicators. He pondered how can we include lessons learnt at the micro-level into debates at the macro level? So many donors are only interested in the 'big picture' and do not promote mechanisms that allow for

contributions from the community level. Mavluda (Uzbekistan) commented that CSOs need more technical support and capacity building to be able to contribute effectively to the M&E process. She thought that with more support NGOs would be able to construct better baselines and collect more meaningful information.

In Kyrgyzstan, as reported by Leonid Komarover, the CDF Secretariat is establishing a database to analyse data retrospectively to 1991. It is hoped that this will help to give a better picture of changes in poverty levels. Much of this work is done against Human Development indices, but it was noted that all indicators can change with time and make comparison difficult.

At the micro level in Kyrgyzstan a system of 'social passports' is in operation. This is a way of monitoring both the qualitative and quantitative aspects of poverty of about 4 per cent of the population and also conducting regular surveys of sampled villages who maintain these 'passports'. Interestingly, recent figures from the macro level have suggested that poverty levels in Kyrgyzstan have fallen by 3 per cent, but using the information from the social passports the reduction is gauged to be 5 per cent.

Farrukh raised the question of what standards might be used for comparison between countries. But many of the participants commented how difficult this was. Leonid noted that although history united the countries of this region, in recent years there had been a decline in intra-regional cooperation. This is an area where civil society can play a major role, he said. CSOs can lead regional initiatives, particularly in the realm of poverty and related conflicts. He mentioned that in Kyrgyzstan the NGO Association and the state authorities in Osh *oblast* had signed a broad umbrella agreement to aspire to the same ends in terms of poverty reduction. He thought that more could be done like this.

Towards the end of the engaging discussion Leonid said that he would like to raise the issue of corruption being an important target of M&E activities. Farrukh suggested that this again brought us back to the question of who benefits from M&E?

Plenary Session 'The Role of Politicians and Mass Media in Programme Evaluation'

Speakers:

1. Nataliya Ablova (Human Rights Bureau, Kyrgyzstan)
2. Marat Sultanov (Deputy of the Kyrgyzstan Parliament)

Nataliya Ablova

Natalya began by asking what is human rights without the mass media? Without the media we are working without feedback. The mass media is an institution uniquely placed to carry out monitoring and evaluation. It is one of the most powerful evaluation tools. Mass media organisations consider themselves very special institutions, they carry out enormous work in informing society. Independent mass media face a lot of difficulties with their publications. Mass media outlets often publish the outcome of investigations undertaken by journalists, as well as key business information, and the important thing is that this information is immediately accessible for society.

To cite an example from Kyrgyzstan, we can mention 'Public Rating' which is a weekly newspaper rich in M&E content. It carries materials highlighting, for instance, the work of Parliamentary Commissions. However, on the whole the country is not well informed. The best thing that state bodies can do now when they are concerned about the development of civil society, is not to hinder M&E processes undertaken by the mass media. The reality is that as soon as society gets too informed about things, the government tries to close down mass media entities and sets rumours circulating distorting the real state of things. Thus, the mass media feel victimised.

Currently our society needs participatory M&E. Unfortunately, Kyrgyzstan has not been a happy beneficiary of the reforms. The reform process has been seriously flawed and this results in a lack of social sustainability.

Marat Sultanov

Marat said that he fully shared Nataliya's opinions. Although Kyrgyzstan has a great number of different public and social services, there is insufficient M&E about how they work in reality. Each minister considers his ministry a priority, and there is too little generalisation of results.

Parliament is a kind of 'pool' with a lot of different points of view. In Parliament, they use a tool known as parliamentary hearings, sometimes attended by NGOs, whose opinions are also heard. On receiving signals from NGOs, the Government draws conclusions. Annual budget hearings are often attended by representatives of international organisations who present their programmes, which are considered alongside national ones and are taken into account when expenditure allocations are planned. Another very important tool used is meetings with the people. Each MP concentrates on his/her constituency. From Marat's point of view, Parliament is a highly important M&E instrument.

Asiya Sasykbaeva (Centre InterBilim) facilitated a short discussion of the two speakers' contributions. The first question asked from the floor was: what is the role of state structures in the monitoring and evaluation of development programmes? Marat said that state structures are closely involved in M&E – 'they give us the chance primarily to reform ourselves'. Where the role of the state is reduced, M&E is shifted towards other stakeholders and implementers. It is vital to practice M&E through both state structures and public associations. State bodies face a big problem today, which is that enormous tasks of development are agreed but are unfortunately never brought to completion. On the second question regarding a law on grants from outside agencies, Marat gave his opinion that the state must exercise some control over grant resources coming into the country.

Second Day

Date: April 29, 2003

Venue: Hotel Pinara, Bishkek

The second day began with presentations from group work on day one:

1. democracy and human rights
2. community development
3. social welfare including health
4. small business and micro-credit
5. community development
6. national poverty strategies

The presentations can be found in Appendix 3. Also included in this session was 'The Parable of M&E' which most entertained the conference.

'The Parable of M&E' as told by Igor Pak and participants of Group 3

Once upon a time when the TV-sets in the Issyl-kul Hotel had no control panels, botanists got together in the beautiful Pinara Garden and began to discuss the issue: 'Is the palm of the Evaluation variety of the Monitoring family and the Social Welfare Species a tree or a herb, and who benefits from it?'. If it is a herb, why does it take so long to grow, but if it is a tree, why does it bend so low from the wind? The academics, both male and female, took their seats under the palm and began to count where and in what numbers such palms had grown. To commemorate their deeds they scratched them on the bark...

And who knows how many more such deeds would have been recorded if one of the scholars named (strangely) 'Facilitator' had not said: 'Stop! Let us listen to our colleague from the Botanical Gardens 'Save the Children'. Let her tell us about the five questions that she invariably puts to the palm'. The scholar's wonderful speech delighted those present. She spoke about why the presence of children benefits the plant's growth, why it is that children's labour is so important for horticulture, how children should be involved in digging but why they should not be discriminated against when whitewashing the trunk, and how the moisture level increases through participatory watering.

Our botanists did further study on the wood of the palm tree and found three levels: project, programme and political. And the dark clouds of dispute covered the blue sky: where should the wood rings be counted – from the centre or from the bark? One cried out, 'The bark comes first!', others, 'the core is the centre', and 'the centre is always first!' And they would not heed each other and calmed down only on hearing the magic name of a wise man called Alan Fowler who lives on some remote misty isles. Showing much interest they were introduced to the palm's wholesome impact on the human body. As a result the enlightened botanists scratched a code of instructions for gardeners whose water, pouring out of a magic can, helps the palm grow better. And they behested:

1. to involve stakeholders in discussion of development programmes at the stage of M&E planning and implementation
2. to ensure access to relevant information
3. to consult local public organisations in development programme planning

And then, throwing aside all restraint, they managed to devise recommendations for the palm itself. For palms to grow successfully it proved necessary to ask them to do several simple (or not so simple) things:

1. to initiate evaluation of joint international and state programmes (UNDP, WB, ADB, etc.)
2. to ensure NGO transparency to beneficiaries
3. to involve beneficiaries in planning, monitoring and evaluation processes
4. to analyse the lessons learnt
5. to stimulate citizens' participation in M&E

And so it was. The academic botanists scratched the instructions on the stem, having left the eternal argument about the palm's herb or tree nature to their descendants, and after that parted peacefully. As for the palm... it has so far been bearing fruit for the people.

Plenary Session: M&E of Citizens' Rights

Speakers:

1. Alexander Tsoi (Representative of Ombudsman's Office, Kyrgyz Republic)
2. Toleskan Ismailova ('Civil society against corruption', Kyrgyzstan)
3. Aliya Unusova (The National Centre for Human Rights, Uzbekistan)

Alexander Tsoi

Alexander explained that the Ombudsman's office carries out several projects. Most current work is on the UNDP project observing the legal enforcement of human rights in Kyrgyzstan.

Alexander described the structure of the Ombudsman's Office, which is made up of six departments whose functioning is supported by the central and regional offices. The Office budget consists of 4 million Kyrgyz soms allocated from the national budget, plus USD\$60,000 from UNDP. Alexander highly appreciated NGO activities and programmes to support human rights monitoring. Answering the question whether the state of things in human rights in Kyrgyzstan has changed for the better or the worse, Alexander voiced his own opinion based on relevant statistics that it has aggravated. The Ombudsman's Office is considering about 700 grievances at the present time.

Other questions from participants included: How do you evaluate the activities of the Ombudsman's Office in your country? Do you take any measures to improve the mechanisms of law enforcement in your country? Alexander noted that in time the people themselves will evaluate this work. They will not appeal to the Ombudsman about human rights violations if the office works inefficiently. Within the framework of the UNDP project some statistical research is envisaged, regarding appeals received and considered. As for improvement of law enforcement mechanisms, the Ombudsman is a member of a working group chaired by the Minister of Foreign Affairs drafting alternative laws. Another important challenge is the implementation of international laws. The office is working in several areas, including capital punishment and registration issues.

Galiya Omarova (ASTRa) remarked that Kazakhstan also has an Ombudsman, and asked a question: 'To what extent is the Ombudsman independent from the state if part of the money is allocated from the national budget?' Alexander answered that the Ombudsman of Kyrgyzstan as compared with other Central Asian states is independent, as the candidate for this position is approved by Parliament. The employees of the Kyrgyz Ombudsman Institute are civil servants who are not entitled

to any other public activities except teaching. 'We are grateful to our donors for supporting our office not only with money but also with advice. And while drafting laws we welcome recommendations from international organisations such as OSCE and UNDP'.

In the discussion about the evaluation of the Ombudsman's activities, new questions were raised, such as: 'How can we measure the people's assessment of the office's work?' Alexander stressed again that if the Ombudsman is not efficient, no one will bring problems to him. But currently each day brings in more grievances than the previous one. Recently a classification system was introduced which helps to create a complete picture of the cases and details whose rights – those of men or women – are being violated. Unfortunately most complaints are against the employees of the state bodies responsible for safeguarding human rights. Answering the question whether there are Ombudsman Offices in the *oblasts*, Alexander said that each *oblast* (except for Osh *oblast*) has one authorised representative.

In conclusion Alexander admitted that at present they are still in the process of setting up proper systems with the Ministry of Justice for joint monitoring of the activities of courts and procurator offices.

Tolekan Ismailova

Tolekan considered the question 'Who benefits from development programmes in Central Asia?', and said that M&E is a key factor facilitating a new vision. M&E must be an indispensable part of development, taking into account the regional context. Grass-roots citizens are the ones who benefit. Tolekan cited an example from her personal experience: initially the candidate for the position of Kyrgyz Ombudsman was to be appointed by the President, but thanks to work done jointly with NGOs, the Ombudsman is now elected by Parliament.

Civil society is a potential partner for cooperation, and the achievements of public organisations should not be claimed by government. Geopolitical pressures do not assist the development of civil society but quite the opposite, and representatives of the civil sector must work to improve this situation. What is M&E? First of all it consists of enormous efforts in data collection. One of the key issues in M&E is that the subjects of evaluation must be transparent and accountable. In conclusion Tolekan stressed that the conference was a significant event, as it discussed M&E, a key tool in the general development of the Central Asian countries.

Participants put the following questions: 'What have you, as representatives of an expert group, been able to do in the region to combat corruption? What are the success stories? Where did you fail?' Tolekan said that they implement programmes through mechanisms such as NGO Forums. As for bribe-giving, Kyrgyzstan ranks first among the CIS countries, and 87th among the countries of the world. It is important to show the public how dangerous the situation is and how we must improve work to combat corruption. Tolekan gave this example of a success story: in 1998 a human rights organisation published an analytical report on the outcome of the first international monitoring of elections in the republic. Each election-monitoring step was highlighted by the mass media and publicised by NGOs.

Aliya Unusova

As a representative of Uzbekistan's state sector, Aliya was pleased to say that for the last three years the National Centre for Human Rights has been cooperating closely

with local NGOs. The activities of the Centre are comprehensive, including research and analysis in the field of human rights education and library/information services. The Centre helps to prepare national reports on the implementation of international conventions (Uzbekistan has signed six such conventions) and the incorporation of international standards in the national legal framework.

The Centre cooperates with organisations like the Ombudsman public opinion research centres and various international agencies. Last year they set up working groups operating in several areas including judicial reform, in which Aliya is personally engaged. Another area is monitoring of complaints and tracking human rights violations in Uzbekistan – by type, number of violations, and by whom they are committed. In conclusion, Aliya re-emphasised the importance of cooperating directly with public organisations and how useful it was to attend this conference and hear about good practice concerning cooperation between NGOs and the state sector in other Central Asian republics.

Three important contributions were made from the floor, ensuring that each country was represented in the discussion. First, Shakirat Toktosunova (Eurasia Foundation, Kyrgyzstan) explained that M&E is one of the guiding principles of the Eurasia Foundation. This year the Foundation celebrates its tenth anniversary of working in Kyrgyzstan. In the last 5–7 years, experts have monitored the whole range of programmes funded by Eurasia; M&E is also a tool for planning future programmes and that is why Shakirat's office is focusing on the M&E of development now. The Foundation uses two types of evaluation – internal and external. The evaluation process can encompass one project or a group of projects. Previously, it was always independent, international experts who carried out external evaluation. Now, Kyrgyzstan has independent local evaluators. The importance of developing a network of local experts (such as the IPEN resource network) cannot be overestimated in view of the risk that external experts may not fully understand the local context. Two organisations – the M&E Bureau and the Bureau for M&E Development – are currently working in this area in Kyrgyzstan.

Answering the question: 'What is the qualitative impact of your activities over the last ten years in Kyrgyzstan?' Shakirat said that USAID had undertaken an evaluation of Eurasia's activities and on the whole the results were positive. It is important to mention that Eurasia Foundation is not directly involved in programme implementation in this region but rather it gives grants to local organisations to carry out the work. This means that the qualitative impact of Eurasia Foundation's work cannot be considered separately from the outcome of work performed by Eurasia grant recipients.

Nataliya Shabunts (NGO Civic Dignity, Turkmenistan) made an impromptu presentation, giving her personal point of view that human rights in Turkmenistan are not violated for the reason that they do not exist! Turkmenistan has a human rights institution, set up in 1998, but it is extremely difficult to get access to it. The only organisation in the country doing serious work in this area is OSCE which at present plans to implement monitoring of human rights. Nataliya said that three days earlier the dual citizenship system – Turkmen and Russian – had been cancelled, making travel in the CIS without entry or exit visas impossible. People with dual citizenship living in Turkmenistan were given two months to decide which citizenship – Russian or Turkmen – to give up.

Finally, Gulmira Jamanova (CASDIN, Kazakhstan) addressed the session on human rights monitoring, briefly introducing key aspects of the law on 'Freedom of Conscience' in Kazakhstan.

Work in Country Groups

The conference split into five country groups to consider the following questions:

1. What issues are most important for M&E in the given country?
2. Who benefits from M&E and how?
3. What recommendations do participants have for the improvement of M&E in their country?
4. What next steps can they suggest to follow up the lessons of the conference?

The aim of the country groups was therefore to ensure that the conference was as relevant as possible to participants' own needs, bearing in mind the specificity of each country. At the end of the session, each group made a short assessment of the positive and negative features of the conference including plenary sessions. The result of this is presented in tabular form at the end of this section.

Group: Kazakhstan

Facilitator: Simon Forrester (INTRAC)

What issues are most important for M&E in Kazakhstan?

- Ethnic aspects of interaction between the evaluator and evaluated in participatory evaluation
- Analyse potential conflict of interests in M&E
- Participatory M&E of state programmes (eg healthcare and social welfare)
- Informing the public of the evaluation outcome
- Weak community influence and involvement in the evaluation process
- Unexpected effects not analysed
- Unchecked donor assumptions
- Project/programme impact evaluation
- Complex pre-evaluation, wider than need assessment
- M&E weak in some sectors: e.g. micro-credit, mass media, human rights, development of local communities
- There was a lot of discussion on donor activities. Some NGO leaders say they themselves sometimes act as donors. Therefore the donor role can be seen in two ways: organisations rendering financial support, and NGOs which make their resources available to others. There is a necessity for both self-evaluation and external evaluation.

Who benefits from M&E and how?

Simon noted at the outset that first we have to identify the beneficiaries of M&E. Perhaps the concept was not defined properly. Much has been said about donors, and the issues of accountability and control have also been brought up. To discuss these issues he suggested splitting into three subgroups to think over who benefits from M&E. The three groups came up with the following main categories of beneficiaries:

- Local municipal authorities (asking for reports)

- Ministries and state bodies, e.g. the Ministry of Culture, Information and Public Accord (draft laws)
- NGOs (growth of competence, reputation)
- International organisations and donors (benefit from the analysis)
- Community members (project sustainability)
- Members of evaluation networks
- Civil Society Support Centres
- The population gets benefits via mass media
- Prisoners (from M&E of human rights violations)
- NGOs' target groups (M&E develops their demand for services)
- Society (openness, transparency)
- Commercial structures (entrepreneurs)
- Society (increased openness, transparency, development of public opinion)
- Higher echelons of power
- Beneficiaries prosper from involvement in the process (having a chance to exert influence)
- Project implementers (lessons learnt, analysis)
- Evaluators themselves (experience, earnings, contacts)

Recommendations:

- Promote the idea of M&E in organisations, as an instrument of management (culture)
- Start with small steps – e.g. M&E in housing condominiums, self-government
- Promote transparency, financial control, public involvement
- Strengthen gender approach by evaluators
- More public involvement in budget hearings, control over natural resources utilisation
- M&E of the pre-election process as well as elected deputies' further activities
- Promote funding for M&E or co-funding by donors
- To envisage allocations for M&E expenditure, discuss the need at round tables with donors
- To publish information on NGO sector research, M&E outcomes
- Institutionalisation of M&E expertise, strengthen evaluator networks
- Undertake a marketing study of evaluation providers and services

Next steps:

- Create a website
- Organise round table discussions with donors and state structures

Group: Turkmenistan

Facilitator: Charles Buxton (INTRAC)

What issues are most important for M&E in Turkmenistan?

- M&E of programme implementation by NGOs is only just beginning in Turkmenistan. There is little public M&E of national and international programmes. The question is how to begin a dialogue with government, and how to conduct monitoring? There are some cases of concrete cooperation with local authorities – e.g. use of offices and other resources by NGOs. There are a few

projects where the *Hakim* was included and the work was done faster and without superfluous expenditure.

- Monitoring would be very useful not only in government programmes, but also in the programmes of the World Bank and UNICEF (e.g. in the field of hygiene and sanitation). Some NGOs could help monitor the law on refugees in Turkmenistan for example. If M&E was conducted by an independent organisation it would be much better. The UN has a big influence on civil society development, compared with other agencies.
- The training workshops carried out by Counterpart Consortium inspired many people. For Turkmen NGOs, training programmes are very important, especially since opportunities to travel outside the country have been reduced. But the question was raised: how will M&E affect NGOs, because the publishing of reports could raise sensitive questions with government? NGOs working with grants from international donors face many pressures from government, hence much information is only available for internal use. The majority of NGOs are not registered yet and this makes formal monitoring very difficult.
- The political climate depends on many factors and may in due course lead to liberalisation. This would mean a great expansion in NGOs' role, and they have to begin to prepare themselves for this.

Recommendations:

- Utilise experience and experts from other countries
- Use formal or informal M&E to improve NGO funding programmes – e.g. the direction of NGO activities
- Improve efficiency of the funds usage and NGO finances
- Learn from training organisations which are working very successfully

Next steps:

- Need for more support and coordination from donor agencies
- More public participation from the very beginning of project formulation
- Conduct workshops by NGOs with local authorities
- Improve preparation for changes and meanwhile focus on internal organisational development
- M&E of cultural aspects of society and traditional institutions (e.g. Councils of Elders – *Aksakals*)
- M&E of mass media
- Focus on community projects because local government support is sometimes available for them
- Find ways to encourage local officials to attend (e.g. pay their expenses)
- Continue work of OSCE on taxation issues
- Cross-border cooperation with other countries
- Open more internet facilities

Group: Kyrgyzstan

Facilitators: Kulnara Djamankulova and Chinara Tashbaeva

What issues are most important for M&E in Kyrgyzstan?

- Participants had the impression that M&E may be better developed in Kyrgyzstan than in other countries in the region. However, they noted that during the work in

small groups, it was clear that many have not yet realised the basic concept or the importance of M&E.

- Many donors have not got an integrated M&E programme. Donors carry out monitoring on regular basis but evaluation only from time to time. Unfortunately, M&E is very often imposed from the top. There is no wish to carry out M&E by NGOs and other organisations, and few initiatives from below – insufficient involvement of the public in M&E processes. Donors emphasise M&E on completion of the project/programme whereas such work should begin at the preparation stage.
- International financial institutions like the World Bank and ADB fund a great number of development programmes. How can we monitor these financial flows and ensure correct utilisation of funds? How can we track whether CBO proposals were taken into account? For example, the Association for Social Protection of the Population was one of many NGOs that made proposals to the Poverty Reduction Strategy. But on reading the text of the document they saw that it doesn't even have a section on pensioners.
- The Kyrgyzstan Government has shown some interest in promoting M&E on an institutional basis. For example, it carries out M&E of some national programmes jointly with NGOs. It invites NGOs to meetings and consults the public on different issues. Some considered that all this is done formally for the sake of reporting to the World Bank, ADB and other international financial institutions. Others noted that individual civil servants may have a good understanding of M&E but they receive no real support (moral, legal, technical) to carry it out.
- Some civil society organisations have developed good practice in M&E. For example, it is necessary to develop and use more qualitative indicators and not rely entirely on quantitative ones. It was stressed at the plenary sessions that M&E is a living organism, therefore it is subject to change and development. At present, quantitative indicators are mainly used in M&E for lack of clear cut qualitative ones.
- In order to carry out thorough M&E, NGOs could unite into temporary coalitions. Unity means effectiveness and strength. Without mass media support NGOs cannot achieve the desired outcome. Therefore in M&E preparation, performance and completion, it is necessary to involve the mass media. This would help with difficult problems like tackling corruption.
- NGOs must admit the importance of internal M&E. Each organisation must implement M&E of its activities and be accountable to the public. Each CIS country faces difficulties in M&E implementation. Actions and efforts need to be coordinated on CIS level.

Who benefits from M&E and how?

- **The community/general population:** a rise in living standards; strengthening of democratic processes; higher level of civic activity; better political consciousness; bringing development programmes closer to society needs; more effective utilisation of foreign aid; lower corruption level; a feeling of participation and ownership of development programmes
- **Donors:** respond to taxpayers' wish to spend resources on development more effectively; build-up of image and trust; greater competence; a feeling of being in demand; more donor programmes; fewer victims of competition between donors
- **The state:** increased transparency, accountability, democracy, trustworthiness, responsibility; more support for state programmes and reforms from the population; peaceful settlement of conflicts; reduction in corruption level
- **NGOs:** better reputation; more trust from the public; greater organisation sustainability; better vision, perspective; attraction of new members; expansion of

constituency; strengthening of civil society; higher NGO competence; mobilisation of own resources, less dependence on donors; objective coverage of NGO activities in mass media

Recommendations:

- Alleviate poverty through M&E of corruption
- Ensure transparency and civil society access to M&E of national and international programmes
- Build temporary coalitions, alliances, groups, unions trusted by the public for M&E of development programmes
- Involve NGOs and mass media in the M&E of government and international development programmes
- Strengthen internal M&E in organisations, developing a differentiated and complex approach to M&E methods
- Train and involve the organisation personnel in M&E procedures
- Use external evaluation mechanisms to influence donors for the purpose of programme improvement
- Promote the establishment of M&E regional networks
- Develop M&E on the local level
- Develop an M&E institution in Kyrgyzstan

Group: Uzbekistan

Facilitator: Zoya Salieva

What issues are most important for M&E in Uzbekistan?

- Many people do not have an in-depth knowledge of what M&E is and do not use it in their work. Monitoring and evaluation are two different things and serve two different purposes. It is necessary to clarify the concept and definition of M&E.
- Human rights monitoring is vital – some NGOs already issue reports on a regular basis. The Human Rights Centre aims to explain what new laws and acts are for.
- The interaction of NGOs and the state on M&E is important, since all major changes are introduced by the state. The Business Womens Association has been invited by the Oli Majilis (parliament) to monitor law enforcement, so the state is collaborating with NGOs. It is very important to carry out M&E of national reforms, their outcome and impact. For example: youth organisations met the *khokim* of Bukhara city, where their opinions of M&E of the current situation and problems were expressed.
- As for M&E mechanisms, participants found this issue hard to discuss and agree on. M&E has been practised in the country for a long time but there are few real advances. There are few M&E specialists in NGOs.
- M&E is done on the order of donors. Training M&E personnel is a key factor. If you do not know how to implement M&E, you cannot be responsible. There are relevant staff, but what about access to them and interaction with them?
- International organisations invite NGOs to meetings, but are seldom interested in their participation in M&E. If donors set clear conditions, then NGOs can respond more easily.
- NGOs are too often passive, when they should be interested and demand to be informed. NGOs could train new M&E personnel. There are already some specialists in M&E trained by Counterpart and Eurasia. There should be an M&E network or association of professionals. There is an absence of manuals and

educational material for civil society organisations interested in this area. Participation is a hard and costly process of increasing citizens' knowledge.

- *Mahalla* involvement is vital; there should be more active interaction between *mahalla* and NGOs

Recommendations:

- Involvement of mass media in evaluating programmes
- Introduction of public hearings for key programmes
- NGO openness in monitoring (i.e. not try to conceal the results of their work)
- Formation of an M&E culture and professional associations in this area; perhaps an M&E forum which can help advocate for improvements in the M&E process
- Greater responsibility on the part of different stakeholders in M&E implementation
- Publish the results of M&E
- Creation of common database on M&E specialists
- Development of the legal environment for civil society participation in M&E
- NGOs and CBOs should develop new tools for strengthening the M&E of programmes; increase CBO share of participatory responsibility in M&E
- To hold a practical conference with official structures
- To explain to civil society the benefits of M&E to ensure their greater participation in the future

Group: Tajikistan

Facilitator: Lola Abdusalyamova (INTRAC)

What issues are most important for M&E in Tajikistan?

- At the preparatory stage there is often a stereotyped attitude to needs evaluations: efforts are focused on rural areas. However, in some cities, living standards are lower than in rural areas.
- Donors usually initiate M&E.
- M&E has a dual nature: on one side the donors carry it out, but on the other, they may use information which is different from government data.
- The training of facilitators is still of poor quality.
- M&E is not systematic or co-ordinated.

Who benefits from M&E and how?

- Donors, because they can adjust their plans and provide extra funding
- Society, because it gets better quality of services and products
- Government, because social problems will be solved and because people's activities increase
- Civil society organisations, because they have an opportunity to participate, which adds to their experience, funding and the development of the organisation

Recommendations:

- Transparency of outcome of M&E
- Participation at all stages including decision-making process
- Involvement of government structures in M&E
- Try to co-ordinate M&E efforts

- Use of results of M&E in further decision-making
- Adaptation of M&E: need to learn more, consider local context, mentality, use of certain tools.

Next steps:

- Train a qualified group of monitors and evaluators
- Conduct round tables on M&E in Tajikistan
- Meeting for government and NGOs on poverty alleviation

Evaluation of the Conference

A group evaluation of the conference was carried out as a supplementary task during the Country Groups session on Day 2, as well as by means of evaluation forms filled out individually after the conference. The comments made by Country Groups are summarised below:

Strengths	New ideas / Areas for improvement
<p>Kazakhstan</p> <ul style="list-style-type: none"> • first M&E conference covering the whole Central Asian region • good hand-outs 	<ul style="list-style-type: none"> • analysis of case studies, exchange of experience in working groups • need additional knowledge about types of evaluation, e.g. M&E of civil law • pay more attention to particular development programmes • organisers rather than participants to lead the conference • organise a seminar on M&E terminology and concepts before the conference itself
<p>Kyrgyzstan</p> <ul style="list-style-type: none"> • representatives from eight countries • participation of resource people and organisations, individual specialists and experts • speakers from a variety of civil society institutions • abundant and comprehensive hand-outs giving new knowledge in M&E • smooth facilitation; democratic atmosphere; careful organisation • interest on the part of state bodies, mass media, business circles • participants' cooperation, common approach 	<ul style="list-style-type: none"> • participants' insufficient experience • absence of some donors • participants deviate from the point of discussion • weak participation of state structures (e.g. absence of the Ministry of Labour and Social Protection) • schedule breaks by some speakers • insufficient time • absence of a cultural programme
<p>Tajikistan</p> <ul style="list-style-type: none"> • very useful experience and exchange; good choice of topics • hand-outs useful • open and constructive atmosphere • good facilities in conference room; good INTRAC staff support 	<ul style="list-style-type: none"> • leave time for informal socialising – 2 days not enough • try to get accommodation in same place as work, with email facilities in evenings • adjustable sound in earphones!
<p>Turkmenistan</p> <ul style="list-style-type: none"> • key donors were represented and can reconsider their approaches to M&E 	<ul style="list-style-type: none"> • speeches were given in general phrases – nothing about M&E tools and mechanisms being used by organisations monitoring human rights
<p>Uzbekistan</p> <ul style="list-style-type: none"> • important and timely theme • state structures participation • good logistics • good hand-outs and technical back-up • selection of participants 	<ul style="list-style-type: none"> • too many presentations, little time for discussion • plenary speeches deviated from the point, and some of the points discussed were not clear to all participants • fixed time-limits were not observed • aims of the group work were not clear

Appendix 1 – Presentation by Counterpart International Ara Nazinyan (Deputy Director)

History of Counterpart in Central Asia

Programme Development

1994–1997 – Emphasis in Phase 1

The emphasis during the early stages of Counterpart's work in Central Asia was placed on establishing operational and programme implementation capacity in a broad range of NGOs. During this period following the breakup of the Soviet Union the concept of problem solving through independent organisations was introduced with the support of training and grant programmes. This focus was important for the nascent NGO sector in the countries recently independent from the centralised policies of the former Soviet Union.

1997–2000 – Emphasis in Phase 2

The emphasis in Phase 2 included building the public's understanding of NGOs as a part of civil society and their role in fostering citizen participation in political and economic decision making. During this period, Counterpart Consortium identified those NGOs in each country deemed best able to further this agenda, and narrowed the range of organisations that it supported. Counterpart's NGO training programme continued to be open to all interested NGOs and individuals. Outreach to outlying areas of the Central Asia Region was difficult.

2000–2003 – Objectives in Phase 3

The emphasis in Phase 3 was placed on reaching out to communities, and strengthening NGO ties with their constituencies. The objectives were focused on:

- Taking NGO capacity-building services beyond capital cities to locations around each of the five Central Asian countries (currently 35 CSSCs)
- Targeting locally based NGOs and CBOs, encouraging them to engage communities in participatory problem-solving through facilitation of social partnership and advocacy efforts

M&E Development

M&E in Phase 1

In Phase 1, Counterpart employed a traditional M&E approach generally used by donor organisations. The major focus was on proper management, financial and monitoring activities (expenditures schedule, activities timeline). The role of monitoring and evaluating belonged solely to Counterpart.

M&E in Phase 2

In Phase 2, the M&E approach was mostly the same but included more programmatic monitoring than Phase 1. The role of monitoring and evaluation continued to belong to Counterpart.

M&E in Phase 3

Emphasis of programme activities shifted to localisation and community outreach in Phase 3. Counterpart introduced participatory M&E to include stakeholders' involvement for community-based projects funded by Counterpart grants. Stakeholders were viewed not only as sources of information but also as a resource for monitoring and evaluation. Methods of participatory evaluation were used in

combination with traditional methods. Counterpart placed additional attention on how local people perceive project interventions and changes.

M&E Systems in Counterpart at the Present Time

Programme M&E

Phase 3 Programme M&E features

- Internal M&E systems are considered an integral part of programme management and are carried out by programme staff
- Counterpart's policy is not to separate programme activities from evaluation activities but to include M&E in programme management
- Counterpart focuses on internalising M&E skills and developing capacity to analyse programme/project outcomes within the programme staff and independent partners through training, consultations and practice
- Practical systems have been designed not to overburden programme staff with additional data collection and analysis
- Multiple programmes are integrated for effective use of systems including the database and MIS
- Programme staff are involved in development of M&E matrixes and procedures. Team reviews, programme meetings, planning sessions and seminars are actively used as M&E techniques and instruments

M&E Design

Counterpart's M&E system is designed to ask the following questions:

- Is the Phase 3 Programme being implemented in accordance with plans?
- Is the Phase 3 Programme achieving its goals and objectives, and to what extent?

Structure: Three levels of M&E systems

The ***implementation and activities level*** includes progress monitoring according to monthly, semi-annual and annual workplans. The following tools are used:

- Monthly Programme Updates
- Quarterly Reporting on Activities
- Case Management Meeting Notes
- Grant and Project Reports
- Training Delivery Reports

The ***operational level*** includes performance monitoring. This is the intermediate level that measures the outputs of the activities. The main tool is the performance plan that is designed in cooperation with USAID.

The ***effects and impacts level*** includes the evaluation of the achievement of programme goals and objectives through the review of indicators for programme components. This is the highest level, moving to evaluation of achievement of project objectives which contribute to the overall goal of the project and in this case to a higher goal of the donor agency. The tools for evaluation are:

- Community-Based Project Evaluations
- Programme Component Evaluations

- Impact Stories: used to track the impact of Counterpart programme activities on the broader public and clients. These stories are specific and are intended to add realism and in-depth examples to other information about the programme, and to serve as a critical test of programme achievements.

PM&E Development

Programme PM&E

Counterpart strives to achieve an objective examination of programme objectives and results by employing a combination of internal and external M&E techniques including a variety of participatory tools. The PM&E tools were developed for community-based projects (community logbooks, community monitoring groups, instruments of rapid appraisal for project evaluations with the communities). Participants' assessments are used when monitoring training delivery and its immediate outputs. Participants' evaluation sheets for the training programme are collected at CSSCs. They are used by CSSC managers and Hub Training coordinators to analyse training delivery and take steps for improvement. Counterpart does not assess longer-term impacts in a systematic way region-wide due to time and resource limitations. Independent partners and CSSCs, may conduct evaluation of long-term training impacts.

Project PM&E

PM&E approaches have been used for the community-based projects funded by Counterpart. A number of resources were used to introduce PM&E to the CAG programme including consultants from Poland and experience from the World Bank, UNDP and USAID.

PM&E has strengthened the Counterpart CAG Programme. The CAG programme is the main tool of Counterpart's work in community outreach and mobilisation. Its goals and objectives contribute to the development of democratic processes in the communities, foster community management structures from within, and increase the self-reliance approach. Confidence is built among the community members to decide and resolve their priority problems and to increase the image and activities of NGOs while expanding their constituency.

M&E services are part of the contracts signed between Counterpart and CSSCs. The CSSCs serve as initiators and facilitators of PM&E for community-based projects supported by CAGs. CSSCs' staff members have been trained in all aspects of PM&E including the use of tools and instruments developed specifically for PCA, CAP and CAGs. Counterpart Hub centres have developed manuals on PM&E for the CSSCs that include tools for community monitoring such as community logbooks and local monitoring groups. A common set of indicators of programme success has been developed for the CAG programme that allows data summary and analysis.

There are many lessons to be learned from project PM&E. Counterpart programme team meetings and workshops provide opportunities to review the PM&E processes and to improve the quality of field monitoring and evaluation. It was pointed out at a recent community outreach workshop that CAG projects with the use of PM&E encourage additional community action because of the new found confidence and positive attitudes toward the future of the community. After initial activities, CAP is taken more seriously because community members can all play a role and be included in the decision-making process. PM&E provides project ownership to communities and increases project sustainability. PM&E can be useful in conflict areas, encouraging understanding among communities as well as mitigating conflicts.

Appendix 2 – Programme Groups: Case Studies in M&E

Group 1: Democracy and Human Rights

Case Study 1 – USAID Democracy Programme

Evaluation instruments employed by USAID:

1. A public poll, normally carried out by professional companies.
2. The 'NGO sustainability index' measures the general state of civil society in 30 countries of Eastern Europe and CIS. It presents a simple methodology and is used with a focus group consisting of NGO experts who evaluate the USAID programme's impact in each country. The problem with using this method is that the experts tend to give too high an evaluation of civil society development in their countries. As a result we get a picture where the sustainability level in Turkmenistan according to their estimation is higher than that of, say, Poland, although we all understand that the civil society development levels in these countries differ greatly.
3. The 'NGO Thermometer' is used to measure specific areas of change. The difference from the sustainability index consists in target group selection. In each of the five Central Asian states, target NGOs were identified by civil society support centres. In each region (or city) ten NGOs working in different areas were chosen. Every year we measure the changes in these organisations; the questions do not relate to the third sector but to the specific organisation.

To improve the quality of the data obtained we use four approaches:

1. With the target NGOs, a discussion with 2–4 members of the organisation, not just the leader, using a procedure called 'Blind Consensus'. Often the organisation's leader dominates the evaluation process. The instrument called 'Blind Consensus' is used to counteract this tendency. The discussion participants are given beforehand three expected answers concerning changes in the organisation: 0 = no; 1 = to a certain extent; 2 = yes, completely applicable to our NGO. All four representatives must answer in the same way; the answer '2' is usually taken into account. This is a clear-cut indicator of a specific impact as it shows the same opinion by all the participants. However, there are some problems in using this method. For example, you need to explain the methodology carefully to users, and frequent staff changes make answers difficult to assess. Also, NGOs may go out of existence the following year.
2. Interview with target NGO leaders
3. A written survey of the organisation members
4. A written survey of the organisation leaders

It should be noted that the written surveys have proved more effective. However, we shall continue the combined approach comprising the different instruments and various information sources.

Publications on programme evaluation can be found on the USAID official site:

1. The outcome of the public poll (e.g. if they know about NGOs)
2. Index of the civil society general state
3. How and where our programmes have a specific impact

Consultation: USAID recently began development of the new project with the circulation of 1) an open letter inviting an exchange of opinions and ideas; 2) an

evaluation of the existing programme with involvement of local experts from NGOs. After these two steps the programme was developed and a tender for a grant was announced. It would be desirable to involve NGOs from the very beginning in government programmes so that NGOs can make an independent evaluation.

Group 3: Social Welfare Including Healthcare

Case Study 2 – Save the Children Fund (SCF - UK)

GIM – Global Impact Monitoring – includes an impact evaluation system, allowing SCF to 1) analyse a programme, 2) assess the impact of strategic plan programmes 3) assess the progress made in programme goals implementation.

The GIM process is enabling on various levels – internal, external, strategic:

- to discuss jointly the impact of SCF programmes
- to analyse and summarise the data collected
- to share the information obtained

GIM means participatory activities of employees and partners in the analysis of impact of activities in the frame of a programme in various areas. It aims to collect documentary evidence of changes in the life of people and children made possible by the regional programme in Kyrgyzstan, showing Response – Outcome – Impact.

What for?

- to assess progress made towards achieving the goals and tasks set in the Regional Strategic Plan
- to evaluate the long-term sustainability of the participatory programme
- to assess and take into account the unexpected outcomes of the programme intervention
- to enable the evaluation of change on various levels: changes in people's lives, changes in theory and practice, changes in community attitude and behaviour
- to highlight new perspectives of activities in the frame of programmes currently unknown to the employees

Which kind of impact exactly would we like to evaluate (five dimensions of change)?

1. What are the immediate advantages for the children obtained through the programme implementation?
2. What is the programme impact on strategy, practice, ideas and convictions aimed at achieving greater respect for children rights?
3. To what extent has the regional programme facilitated the children's participatory activities?
4. To what degree has the regional programme mitigated discrimination (in part, on the grounds of sex, disability, ethnicity)?
5. To what extent has the level of partnership and collaboration among communities, local NGOs and state bodies increased due to the regional programme implementation?

How can we implement this in Kyrgyzstan?

Drawing on the five change dimensions:

- Set the indicators to be evaluated.
- See on which indicators we have already got the baseline quantitative and/or qualitative data and which require data collection.
- Identify main actors (children, parents, adult responsible persons, representatives of state bodies, community members), who can be consulted in implementing the evaluation tasks.
- Use the outcome in reports on impact in such strategic guidelines as education, social welfare, protection and inclusion.

Group 5: Community Development

Case Study 3 – Chinara Bialieva, Sociological Research Center, Kyrgyzstan

The Sociological Research Centre is implementing a World Bank contract within the 'community initiatives development' project.

The first methodology consists of 'domains' through which community development initiatives are assessed:

- **Participation of communities.** For instance, UNDP has a lot of communities participating in community development. How were they formed? We want to move from quantitative indicators to qualitative indicators.
- **Leadership.** In rural areas the leader plays a very important role. Who is leading the village? How was the leader chosen? For 90 years or so, leaders were appointed by the Government and now villagers are selecting the leader themselves.
- **Organisational structure and facilities.** This includes resource centres, libraries, access to the internet. Do people like to visit centres? What is their level of influence?
- **Critical evaluation.** Do members themselves understand what they would like to get and why they were chosen? Groups get together in order to receive loans but do they consider what will ensue?
- **Ability of CBO to mobilise resources** (financial, human, territorial). Now people are beginning to understand what social capital means.
- **External links.** The role of NGO management, donors and communities.

Learning:

- Some programmes are weak because of unclear formulation of objectives.
- In some cases there is no final outcome.
- Need to disseminate positive experience so as to ensure implementation.
- Need for integration (e.g. there are six separate projects in one village and it's necessary to integrate some aspects of the projects).
- Vertical studies were carried out by the Government and donors. Now we need to study in a horizontal way.

NGOs are ready to work on micro-credits. There are examples of NGOs taking out a licence and renaming their organisation so as to begin giving out loans.

Some types of catalysts: resources, authority, legislative base, taxation, social fund, institutional measures.

Group 6: M&E of National Poverty Reduction Strategies

Case Study 4 – Poverty Reduction Strategy in Tajikistan, Faroukh Turaev (ASTI)

Challenges faced:

- At the initial stage of preparation, all the national stakeholders and particularly those consulted from civil society, found it extremely difficult to understand the context of the work and the various perceptions of poverty. Here was a national programme being designed to combat an immensely complex, yet fundamental aspect of Tajik development, yet those participating in the design had few points of reference from which to draw lessons.
- It was useful to look at lessons learnt from around the world, but ultimately they needed to find a 'Tajik' approach.
- The use of a log-frame was seen as important in terms of guiding the process and enabling an M&E perspective.
- The first big question that needed to be answered was what exactly were they going to monitor, and at what levels would the monitoring of the PRSP take place? Also, what indicators would be the most suitable? How was the data to be collected, given the lack of capacity for such exercises?
- There is also the challenge of how to increase levels of participation in the PRSP processes. It can be observed that currently participation from civil society peaks in the process of data collection, but is low at both the preparatory planning phases and in the process of analysis and reporting.
- It was seen as very positive that civil society was represented in all the nine working groups involved in PRSP formulation, but that despite this the whole process tended to be donor-driven.

Case Study 5 – Poverty Reduction Strategy in Kyrgyzstan, Leonid Komarover (CDF Secretariat)

Key issues noted:

- Kyrgyzstan has three guiding documents: the National Sustainable Development, a 'vision document'; the CDF, a long-term plan; and the PRSP, a short-term plan.
- Many shortcomings were acknowledged in these plans and related processes, but a start had been made and the state was determined to improve, with assistance from all sectors.
- There is a clear need to improve the link between the various budgetary tools and the national development plans.
- The NGO sector has a strong interest in and commitment to social development and can be seen to be often 'ahead' of the state on these issues.
- Partnerships are the way forward at all levels: at national and international levels with state and donors; at national level in terms of consultative councils which include representatives from all sectors; at local level regarding implementation and monitoring.
- There is a 'matrix' of partnerships related to the PRSP document and it was noted that even though the state and some NGO 'partners' have strong disagreements, the Government still considers these relationships as 'partnerships' and values them.
- Mention of partnership at *oblast* level concerning public hearings on budget.

Appendix 3 – Reports and Recommendations from Group Work on Day One

Group 1: Democracy and Human Rights

Mechanisms for M&E:

- It is important for NGOs themselves to select those who conduct M&E of their activities, and to try to ensure NGO participation in governmental committees, e.g. on human rights. In Kyrgyzstan, NGOs have established temporary M&E coalitions.
- Use of the internet and analysis of mass media publications.
- The NGO Board of Directors can play a vital role in M&E.
- Social partnership with the government, joint action plans, and the use of independent observers.

Issues in Management of M&E:

- Bias of the survey participants; eliminate extreme viewpoints; gain involvement of unbiased parties; mediate conflicting parties.
- Lack of consideration for political and cultural context.
- Application of complex approaches, not just one method.
- Ensure wide participation in the planning stage to explain the tasks.
- Evaluators' own incompetence; absence or shortage of M&E specialists.
- Use of non-adapted terminology; unclear goals and tasks of evaluation.
- Where policy is based on 'clan' approaches it is very difficult to get access to sources; absence of openness (authoritarian regime); where the state is not ready to be open to NGOs, especially on budget issues.
- Where NGOs get too many M&E questionnaires from various donors at the same time; donor coordination is necessary not to load NGOs with daily filling in of questionnaires.
- Need for a change in mentality; no fear of M&E; perception of M&E as a development tool.

Key issues for development programmes:

- Need for a legal framework, e.g. Law on Evaluation.
- Democratic institutions development: start democracy from local governments (what is citizenship? who is the citizen?), conduct budget hearings (during the formation of local budgets).
- NGOs participating in M&E must be independent to be objective, with clear Terms of Reference.
- Need for training and informing the population regarding programmes and their M&E.
- NGOs are mainly financed by donors; it is necessary that the state should support NGO activities.

Group 2: Community Development

The following Community Development Programmes were identified by group members:

Uzbekistan

- Initiative of *mahalla* (Counterpart International)
- Coverage of the community (Counterpart International)
- Community development (Eurasia Foundation)
- Conflict Reduction Programme (USAID)
- World Bank – establishment of community empowerment network

Tajikistan

- Healthy communities (Counterpart International)
- Local Self Government
- Regional dialogue and development

Kazakhstan

- Community coverage

Participation of communities in the M&E process:

- Needs assessment
- Planning and preparation
- Implementation
- Finishing of project
- Post project phase

Mechanisms:

- Involvement of authoritative people
- Personal communications
- Image of the organisation
- PCA, PM&E
- Visible informational papers
- Demonstration of the positive experience
- Partnership with local authorities

Features:

- Participation
- Resources (time, finances, knowledge, human resources)
- Tool of the community mobilisation for planning and decision making
- Whole picture of the project
- Transferring of skills of self-evaluation and self-control
- Providing transparency

Recommendations:

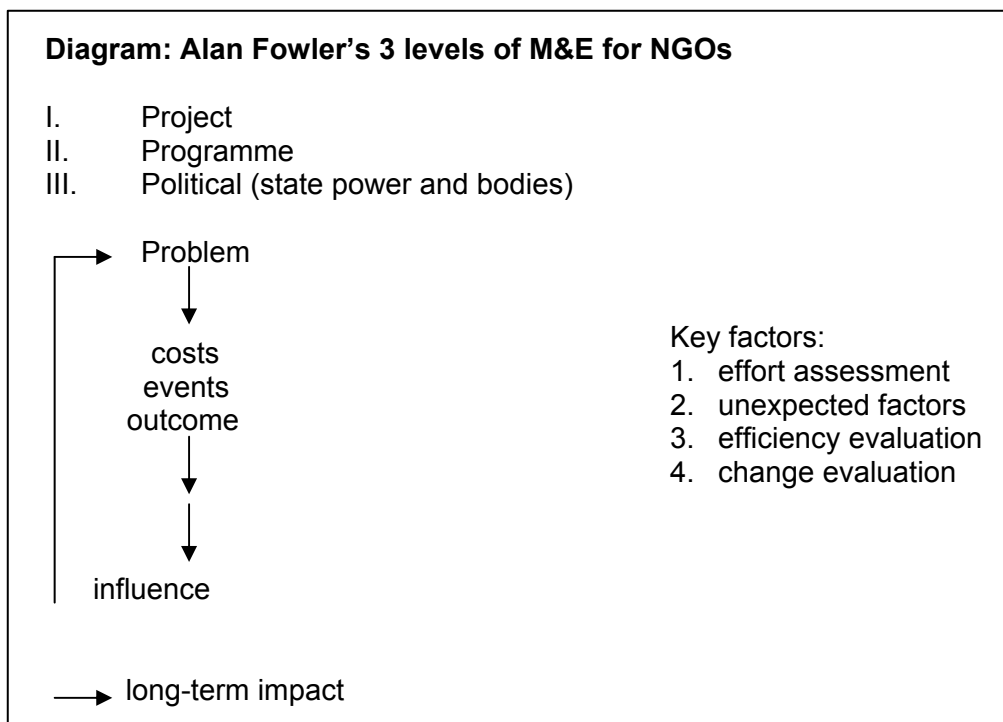
- Participatory monitoring
- Provision of more resources for M&E
- Adaptation of approaches to local situation
- Formulation of both qualitative and quantitative indicators defining efficiency of the project
- Explanatory (informational) work

- Effective usage of the evaluation's outputs

Group 3: Social Welfare Including Healthcare

Recommendations/conclusions:

- to involve stakeholders in discussion of development programmes at the stage of M&E planning and implementation
- to ensure access to relevant information
- to consult local public organisations in development programme planning and devising
- to be responsible for the programme implementation
- to ensure transparency on all the stages of programme activities
- to initiate evaluation of joint international and state programmes (UNDP, WB, ADB, etc.)
- to ensure NGO transparency to beneficiaries
- to involve beneficiaries in planning, monitoring and evaluation processes
- to be held responsible for programme activities
- to analyse the lessons learnt
- to stimulate citizens' participation in M&E



Stakeholders:

- Political level – state authorities and departments
- Programme level – international donor organisations, agencies
- Project level – NGO, communities, beneficiaries

Group 4: Small Business and Micro-credit

The following SME and Micro-credit Programmes were identified:

- NOVIB – micro-credits for the poor
- UNDP – programme of sustainable income development (micro-credits for women)
- Mercy Corps – micro-credits
- Pragma Corporation – training in SME consulting
- FINCA – micro-credits
- Soros Foundation – training of credit unions
- CAMFA (Central Asia Interregional Financial Alliance) – training of micro-credit organisations
- TACIS – research and establishment of co-operatives of *deckhan* (peasant) associations
- GTZ – training
- Winrock International – project ‘Farmer to Farmer’ (technical support, training, consulting), support to individual farmers

Problems:

- imperfect legal framework
- absence of targeted research in SME development
- absence of coordination among programmes promoting beneficiaries’ interests
- no participation of implementing agencies in programme development
- absence of skills necessary to analyse the impact of state policy on SME development
- lack of interaction among implementing agencies

Major involvement mechanisms:

- information centres, research, pilot projects, PRA, public events

Recommendations for donors:

- improvement of coordination among donors/programmes
- take into account the cultural aspect and mentality
- involvement of implementation agencies in programme development
- allocation for research (needs assessment) and training for local NGOs to do relevant research
- CSO training in advocacy (e.g. for business needs)
- accountability and transparency to community
- stimulating implementors to apply a participatory approach to M&E

Recommendations for implementing agencies/CSOs:

- differentiated approach to poverty dimension
- beneficiaries’ involvement in poverty measurement system development
- application of participatory instruments in M&E
- improvement of skills in CSOs involved in M&E
- when implementing M&E take into account not only quantitative indicators but also the impact’s social aspect

- take into account the cultural aspect and mentality
- better knowledge of the legal framework so as to be able to advocate improvements
- operate a gender-sensitive approach to M&E
- continuous improvement of M&E methods and approaches

Group 5: Community Development

Programmes operating in community development:

In fact all donor organisations include the issue of M&E in their programmes. Some of them have particular experience of M&E like Counterpart Consortium, INTRAC, Soros Foundation and USAID.

What are the main features of M&E in this sector?

- Weak participation of communities but involvement of focus-groups (e.g. by USAID – see ‘NGO Thermometer’ presentation)
- Participatory monitoring and evaluation
- There is no information yet on the market of professional and independent organisations working on M&E
- There is an absence/lack of local specialists on M&E, which forces programmes to recruit foreign expatriates who don’t know local conditions and as a result there will be poor quality M&E
- Reports created by M&E are not reaching beneficiaries and other stakeholders (little transparency of donors)
- There is no practice of discussion of M&E outputs with other institutions

How far is civil society involved in M&E?

- Deep involvement in participatory monitoring and PRA/PCA
- Insufficient mechanisms of civil society involvement in M&E

What main mechanisms were used for involvement of civil society?

- PRA/PCA

Recommendations:

- Involve independent organisations in order to get objective M&E
- Conduct regular trainings in order to increase capacity of organisations in M&E

Donors:

- Include financing and training of local specialists on M&E
- Involve local specialists in joint activity on M&E

NGOs:

- Lobby idea on training of local specialists on M&E with donors

Group 6: National Poverty Strategies

Problems identified:

- shortage of financial and human resources
- lack of knowledge and skills in M&E implementation
- limitation in poverty measurement (only incomes and expenses are measured)
- unified approach to poverty definition
- absence of 'sh' involvement in development of poverty criteria, indicators and measurement scale
- ignoring social and gender aspects
- absence of M&E in impact exerted by state policy and international financial institutions
- under-estimation of evaluation as a tool of beneficiaries' interest promotion
- absence of qualitative indicators in evaluation
- absence of transparency in M&E on the part of state bodies and international financial institutions
- insufficient knowledge of existing mechanisms for CSO involvement

Recommendations for donors:

- include M&E in the budget
- training and consulting in M&E issues
- take into consideration the qualitative indicator
- differentiated approach to poverty dimension
- a wide involvement of all stakeholders in all stages of project or programme implementation
- pay special attention to social and gender aspects
- support the training and upgrading skills in M&E of the impact of state policy and international financial institutions policy
- development of mechanisms of CSO involvement in M&E

General recommendation:

Change in attitude to M&E and utilisation of M&E outcome by all project and programme participants.

Recommendations for implementors:

- do training of specialists
- take into account qualitative indicators
- differentiated approach to poverty dimension
- practice a participatory approach to M&E
- focus on social and gender aspects
- increase beneficiary awareness of M&E importance and necessity; accountability to beneficiaries
- involvement of independent experts in evaluation

Poverty alleviation issues:

- alleviate poverty through combating corruption
- ensure transparency of CSO access to M&E of state programmes (recommendation for government)

- unification and establishment of legitimate coalitions in M&E of state and donor programmes (for NGOs)
- mass media involvement in independent M&E of various programmes; promotion of NGO initiatives in mass media involvement in M&E publicising and implementation (for donors)
- improve internal M&E (for NGOs); training of M&E personnel (for NGOs)
- differentiated complex development of M&E system
- utilisation of instruments for external evaluation of donor involvement in project development
- promotion of new regional M&E networks
- need for inter-sectoral interaction

Appendix 4 – Conference Programme

Time	DAY 1	Time	DAY 2
9.00	Registration	9.00-10.30	Presentations of programme work continue
9.30	Welcome and introductions Asiya Sasykbaeva (Director, CIB) Charles Buxton (Programme Manager ICAP) Speakers 1. Zhoomart Otorbaev (Deputy Prime Minister, Kyrgyzstan) 2. Brian Pratt (Director, INTRAC) 3. Anne Garbutt, (Regional Manager in FSU, INTRAC) 4. Ara Nazinyan (Deputy Director, Counterpart International)		Discussion of results of work in groups Groups to include: 1. democracy and human rights 2. community development 3. social welfare including health 4. small business and micro-credit 5. community development 6. national poverty strategies
11.30	Coffee break	10.30	Coffee break
11.30-12.00	Information fair	10.45	Press conference
12.00	Programme groups to identify key M&E issues. Groups to include: 1. democracy and human rights 2. community development 3. social welfare including health 4. small business and micro-credit 5. community development 6. national poverty strategies	11.00	M&E of citizens' rights Speaker Aleksander Tsoi (Ombudsman deputy) Plenary questions and discussion of these issues for the region
13.00	Lunch	13.00	Lunch
14.00	Programme groups continued How to ensure involvement of civil society in M&E of programmes Each workshop to answer a set of previously agreed questions, and to make recommendations	14.00 15.00	M&E initiatives – small groups, including: <ul style="list-style-type: none"> • M&E of small grants programmes • ICAP participatory M&E • developing evaluators' networks Country groups to consider main priorities for civil society input into international and national programmes
16.00	Coffee break	16.00	Coffee break
16.30	Plenary session: Role of Politicians and Media in Evaluation of Programmes	16.30-17.00	Country groups report back to plenary
17.00	Speakers: Marat Sultanov (Deputy of Parliament, Kyrgyzstan) Nataliya Ablova (Bureau of Human Rights, Kyrgyzstan)	17.00 18.00	Plenary discussion & lessons learned CIB & INTRAC closing statements Conference closes

Appendix 5 – List of Participants

#	Name	Organisation
Kazakhstan		
1.	Gulmira Jamanova	Central Asia Sustainable Development Information Network (CASDIN) - Director
2.	Galiya Omarova	Agency of Social Technologies and Development 'ASTRa' - Director
3.	Lyazzat Ishmukhamedova	NGO 'Moldir' - Director
4.	Dmitriy Dei	Kostanai CSSCenter - Director
5.	Aumi Mizumoto	UNICEF Regional Office - Planning Assistant/Coordinator
6.	Batyrkhan Isaev	Ministry of Economy and Budget Planning - Deputy Minister
7.	David Hoffman	USAID Democracy Programme, CA - Specialist for Democratic Reform
8.	Igor Tupitzyn	USAID CA, Almaty - Coordinator
9.	Ara Nazinyan	Counterpart Central Asia - Deputy Director
10.	Marat Aitmagambetov	Counterpart Kazakhstan - Director of KZ Office
11.	Altynai Kusainova	Counterpart Central Asia - M&E Expert
12.	Erlan Aliev	UNDP Astana - Programme Officer
13.	Raushan Musina	UNDP Semipalatinsk - Coordinator
Kyrgyzstan		
14.	Zhoomart Otorbaev	Deputy Prime Minister of Kyrgyzstan
15.	Leonid Komarover	CDF Secretariat - Director
16.	Asiya Sasykbaeva	Center InterBilim - Director
17.	Elena Voronina	Center InterBilim - Coordinator
18.	Asel Umetalieva	Center InterBilim - Volunteer
19.	Valentina Zhitineva	Public Union for Social Protection of the Population - Press Secretary
20.	Nataliya Ablova	Human Rights Bureau Kyrgyzstan - Director
21.	Raya Kadyrova	Foundation for Tolerance International - Director
22.	Kaliya Moldogazieva	Tree of Life - Director
23.	Emil Sultanbaev	Development Cooperation in CA - Director
24.	Svetlana Bashtavenko	Umit - Director
25.	Dinara Omurakhunova	Coalition for Democracy and Civil Society - Coordinator
26.	Tolekan Ismailova	Civil Society against Corruption - Director
27.	Temir Kydyraliev	Pokolenie Support center - Coordinator
28.	Roza Sulaymanova	Center for the Protection of Children - Doctor
29.	Erkinbek Kasybekov	Counterpart Consortium, Kyrgyzstan - Director
30.	Olga Janaeva	NGO Alga - Director
31.	Tat'yana Temirova	Kant CSSC / Alga - Manager
32.	Gulhan Boburaeva	Journalists in Trouble - Coordinator
33.	Aijan Isamadyrova	UNDP Kyrgyzstan - Project Officer
34.	Alfiya Mirasova	Save the Children (UK) Kyrgyzstan - Project Manager
35.	Aida Tashirova	DFID, Kyrgyzstan - Programme Coordinator
36.	Alexander Tsoi	Ombudsmen's Office Kyrgyzstan - representative
37.	Shakirat Toktosunova	Eurasia Foundation Kyrgyzstan - Director
38.	Elmira Shishkaraeva	Soros-Kyrgyzstan - Programme Coordinator
39.	Victoriya Afanasenko	Ecological Department, Min of Ecology and extr. Situation, Kyrgyzstan
40.	Sheishenaly Usupaev	Chief of Monitoring and Prediction Dept, Kyrgyzstan
41.	Marat Sultanov	Parliamentary Deputy Kyrgyzstan
42.	Chinara Biyalieva	Centre for Social Research - Researcher
43.	Ayday Bedelbaeva	Congress of Business Associations, Kyrgyzstan
44.	Emil Umetaliev	Kyrgyz Concept - President
45.	Nona Kubanychbek	USAID Kyrgyzstan - Programme Coordinator
Uzbekistan		
46.	Zainab Salieva	BICC, Bukhara - Director
47.	Artik Kuzmin	Daulet (Nukus) - Exec. Director
48.	Eldor Amirkulov	Samarkand CSSC - Coordinator
49.	Ermat Iskanderov	SABR - Programme Coordinator

50.	Shukhrat Abdullaev	Social Research Agency 'Fact' - Director
51.	Jasur Kurbankulov	Project Coordinator - Research Centre Tahlil
52.	Dildora Alimbekova	Business Womens Association - Chairwoman
53.	Zukhra Saidaminova	Uzbek Federation of Consumers Rights - Chairwoman
54.	Shukhrat Juraev	Mahalla named after Burkhanov, Tashkent - Chairman
55.	Shukhrat Bafaev	Head of Department of Ministry of Justice of Bukhara Oblast
56.	Aliya Unusova	The National Centre for Human Rights
57.	Mavluda Shirinova	Winrock International - Coordinator advocacy
58.	Djamilya Babadjanova	Winrock International - Project coordinator
59.	Irina Repnikova	Project Maangement/LAN Assistant USAID/CAR
60.	Nargiza Abraeva	Eurasia Foundation Uzbekistan - Programme Expert
Tajikistan		
61.	Farrukh Turyaev	ASTI, Khujand - Director
62.	Kiyomedin Davlatov	Voluntary Association 'Development' Centre' - Director
63.	Adiba Kasymova	Voluntary Association 'Development' Centre' - Assistant
64.	Muattar Khaydarova	Gender and Development - Chief Executive
65.	Rustam Bakhrudinov	Fidokor NGO SC, Kurgan-Tube - Coordinator
66.	Yusuf Kurbanhujaev	Ittifok - Director
67.	Mukhabat Nazimova	ABW, Khujand
68.	Shahodat Sultanova	Woman Public Organisation 'Saodat' - Programme Director
69.	Zarina Halikova	Norwegian Refugee Council
70.	Parviz Kodyrov	National Social Investment Fund
71.	Abdumannon Abduakhatov	Deputy Chief of Khudjand City
72.	Tursunoy Isameddinova	NGO 'Nilufar' – Director
73.	Igor Pak	Centre Tajik-Training
74.	Dilarom Rakhmanova	Strategy Research Centre, President's Administration, Tajikistan
75.	Nadya Yegai	Project Management/LAN Assistant, USAID/CAR
76.	Latif Hodyaev	NGO Civilisation - Director
Turkmenistan		
77.	Nataliya Shabunts	NGO Civic Dignity, Ashgabat - Director
78.	Yevgeniya Zatoka	Ecological Club Dahoguz - Director
79.	Zalina Rossoshanskaya	Youth Centre Bosfor - Ashgabat
80.	Yazgylych Charyev	Counterpart Turkmenistan - Director
Ukraine		
81.	Irina Zvereva	Christian Children's Fund Ukraine - Programme Coordinator
Belarus		
82.	Larisa Morozova	Christian Children's Fund Belarus - Programme Coordinator
INTRAC		
83.	Brian Pratt	INTRAC UK - Director
84.	Anne Garbutt	INTRAC - Regional Manager FSU
85.	Charles Buxton	INTRAC - Programme Manager CA
86.	Simon Forrester	INTRAC - Country Manager Kazakhstan & Kyrgyzstan
87.	Lola Abdusalyamova	INTRAC - Country Manager Uzbekistan, Tajikistan & Turkmenistan
88.	Guljahon Mavlani	INTRAC - Programme Assistant (Uzb)
89.	Lola Umatalieva	INTRAC - Programme Assistant (Kyr)
90.	Baktygul Sandybaeva	INTRAC - Regional Accountant
91.	Chinara Tashbaeva	INTRAC - CDA Kyrgyzstan
92.	Kuinara Djamankulova	INTRAC - CDA Kazakhstan
93.	Natasha Laptieva	INTRAC - Programme Assistant (Kaz)
94.	Alia Telkaraeva	INTRAC Almaty, Volunteer
95.	Bahodir Fozilkhodjaev	INTRAC - CDA Uzbekistan
96.	Mira Kadyrova	INTRAC Bishkek, Volunteer
97.	Jamilya Imanalieva	INTRAC - Local Consultant
98.	Kit Lawry	INTRAC - Local Consultant

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Who Benefits?

The Monitoring and Evaluation of Development Programmes in Central Asia

Edited by Charles Buxton

This is the write-up of the second INTRAC Regional Conference. The paper explores some of the key issues surrounding the monitoring and evaluation of civil society, challenging practitioners to bring beneficiaries, civil society organisations and the general public into the process. The conference included contributions from government ministers and local government leaders, as well as discussions, in both thematic and country groups, on questions ranging from democracy and human rights to economic and community development. A wealth of ideas have been brought together in a full record of this event. This is the write-up of the second INTRAC Regional Conference. A wealth of ideas have been brought together in a full record of this event.

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