How do we evaluate a partnership or programme that is closing or has already closed? What are the benefits and risks of doing this? Over the past few years, these kinds of questions have arisen in a number of pieces of work that INTRAC has carried out, as well as in events and conversations with organisations in our network in relation to monitoring and evaluation and civil society sustainability.

For example, when we first started an Action Learning Set on Exit Strategies in 2013 with UK-based INGOs, the group raised post-closure evaluation as a topic they wanted to address. In subsequent meetings, we repeatedly returned to questions around whether, when and how organisations should go back after an exit process is completed. Despite this interest, we could not tackle the subject in-depth as none of the participating organisations had experience of post-closure evaluation at that time.

When conducting the first phase of a longitudinal evaluation of EveryChild’s responsible exit process, the INTRAC team faced methodological questions around how to reach former partners, and what the most appropriate way of doing so would be.

So we know that practitioners are looking for ideas and good practice in commissioning and conducting post-closure evaluations. However, we are also aware that there is a limited amount of literature and guidance available on the topic as few organisations are actually doing post-closure evaluations and there has been little shared information or learning to date.

This edition of ONTRAC shares some examples, as well as our experience of trying to explore this story. It pushes the challenge back to practitioners, donors and consultants to really ask themselves why they would want to do post-closure evaluations and, when they do make that choice, why they struggle to find information to assist them.

What is a post-closure evaluation?

One of the key questions that comes up, and that the contributors to this ONTRAC address, is how a post-closure evaluation

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differences from an ex-post evaluation or other forms of end-of-project or end-of-programme evaluation or study. We had several ideas for articles submitted to us about end of project evaluations, or about monitoring or evaluating an exit strategy or process. But few specifically related to a post-closure situation.

While the terminology does not seem to be widely used, for us, a post-closure evaluation is a study that is commissioned or conducted by a funder which requires revisiting a partner, a country or a project site sometime after they have formally withdrawn support. The main difference with a final evaluation or ex-post evaluation is arguably the focus on sustainability — examining and understanding in greater depth what the lasting impact (if any) of an intervention has been and why.

“A post-closure evaluation is a study that is commissioned (...) after they have formally withdrawn support.”

What does this edition offer?
The articles presented here revolved around the following questions:

- What is the purpose of post-closure evaluations from the perspective of those commissioning them?
- What is their value-added as opposed to other forms of follow-up study?
- What are appropriate methods for post-closure evaluations?
- Which challenges do commissioners and evaluators face?
- How can they be conducted ethically, for example in a way that respects those affected by the closure?

Together the articles offer some practical advice and reflection on the timing of such evaluations, managing ethics and expectations, resourcing and appropriate methods.

However, the big questions still remain for NGOs of: should you or shouldn’t you do a post-closure evaluation? Would they provide a richness of information on impact or sustainability that could not be gained elsewhere? While we are still debating this ourselves, some issues to consider include:

- As for any evaluation, post-closure evaluation should only be done when the purpose is clear and there is an agreed plan for how and by whom the results will be used, and for whose benefit.
- On timing, the type and timescale of any anticipated change and the ability to trace the intervention/organisation/partner’s contribution to any observed impact, post-closure, is a key consideration. This is especially important where there have been major changes in the context after the exit happened. In other words, the ‘right’ time for a post-closure evaluation will be different for different types of intervention and for different contexts.
- Participatory methods are likely to be important, so there are considerations of how to trace former partners, staff or beneficiaries, as well as issues including recall bias, and ethical considerations in terms of raising false expectations.

Despite the challenges, there are certainly lessons that NGOs could learn from post-closure evaluations to inform self-reflection on their credibility, their accountability, and their impact. Likewise they could offer valuable lessons about how NGOs can support partners better to sustain their activities after funding ends. They could be particularly useful too, in helping to test assumptions in a Theory of Change about how change happens (or not) in the longer term, as well as encouraging fuller (than usual) exploration of any unexpected positive or negative change.

With so many NGOs facing major changes in their priorities and presence because of the changing development environment, as well as political and financial pressures on civil society globally, are we now at a juncture when sharing and learning from post-closure evaluations would be particularly valuable?

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Trust, courage and genuine curiosity: conducting a post-closure sustainability study

Background
In 2014 the Wild Geese Foundation requested us, researchers at the Centre for International Development Issues Nijmegen, to write a proposal for a post-closure study; the start of a thrilling journey.

The Netherlands-based Wild Geese Foundation “supports people in their efforts to achieve a better future for their community(ies) in developing countries”. 1 It supports small-scale, mostly voluntary, Dutch development organisations that raise funds for projects to be implemented in developing countries by local partners. 2 These Dutch organisations are referred to as Private Development Initiatives (PDIs).

The Wild Geese Foundation increases the PDIs’ fundraising efforts by adding 45% to results, after which the project can be financed and implemented. In order to do so, the Wild Geese Foundation raises funds from the Dutch general public, private foundations and companies, among others.

Why did we conduct this study?
The Wild Geese Foundation wanted, first and foremost, to learn what could be done to further improve their work. They also aimed to be accountable to their donors by presenting the results of their support.

The study pool was projects from which the Wild Geese Foundation had withdrawn their part of the funding at least six years prior to the study taking place.

For us, an academic research institute that specialises in studying PDIs, their local partner organisations and their projects, this study offered a unique opportunity to further our understanding. It was (as far as we know) the first large-scale, structured post-closure sustainability study on development interventions of this kind.

In the end, ‘how are these projects and partners doing after all these years?’ was

1 http://wildgeesefoundation.org/
the leading question. This study took place at a time when development cooperation in general, and the work of PDIs in particular, is under critical scrutiny. The question of how projects are doing is therefore more relevant than ever.

From 11,000 to 93 projects

We jointly decided that the study should take place in India, Kenya, Ghana and South Africa based on the relatively large number of projects the Wild Geese Foundation has supported there, or expects to in the future.

After this the selection of projects was in our hands, which required a large amount of trust from the Wild Geese Foundation.

We did not study the PDIs themselves. Through a rigorous selection procedure, we selected 93 projects co-financed by the Wild Geese Foundation in the past, involving 42 local partners. Six of these local partners are still receiving support from Wild Geese but for other projects.

The partners consist of a diverse group: from a catholic diocese to a small cooperative of women. The projects ranged from building a school or a hospital, to starting a goat farm. Most of the projects were small, with an average of 39,500 Euros.

The oldest project had received its funding in 1989; the most recent in 2008.

To ensure the study’s independence and guarantee anonymity to participants, the final selection of organisations and projects is unknown to the Wilde Geese Foundation.

‘How are you doing these days?’

We approached sustainability in two ways. We analysed to what extent (1) planned output and outcome results were achieved in the long-term and (2) to what extent projects contributed to structural change.

During the field study we had conversations with staff members, managers, and founders of local organisations. Topics included the daily running of the organisations and their projects, the challenges and successes they experienced, their dreams for the future, and cooperation with their donors. As much as possible we talked to (former) beneficiaries to further our understanding of the meaning of projects to them.

We avoided focusing too strongly on results and measurements, and many of our questions were reflective in nature. By doing so, we gained a broad insight into the functioning of the organisation and its project(s). In addition, this contributed to a very open, trustworthy way of conversing with respondents.

So how are they doing?

We found that the majority of projects achieved planned output and outcome results as expected. Whereas some of the local organisations have been able to diversify their donors, about 40% of them are still dependent on the same PDI that supported the implementation of the project.

We found that nearly all of the organisations and their projects are focused on direct poverty reduction, providing basic needs such as education and health care without directly trying to tackle the structural causes of problems. This led us to conclude that many individuals are being helped by the support offered through these projects. However, it is questionable that these projects contribute to long-term structural change.

Not without a hitch

When the results were presented to the Wild Geese Foundation, the worlds of a scientific research institute and a donor-dependent non-profit organisation came together. Whereas the organisation was genuinely willing to learn from the insights of the study, dealing with the results as we presented them was not that easy for everyone in the organisation.

There were requests to especially highlight the quantitative data at output and outcome level, to nuance certain findings; to include more positive examples or to include certain changes in both policy and practice of the Wild Geese Foundation in recent years.

This resulted in balancing the suggestions and requests of the Wild Geese Foundation and preserving the objectivity and scientific integrity of the study and the report. We were able to do this by openly discussing our different interests.

“We avoided focusing too strongly on results and measurements, and many of our questions were reflective in nature.”

What can we learn from this example?

Selecting a suitable time frame for conducting a post-closure study is challenging. We included projects whose funding from Wild Geese ended between six to 25 years before the study was conducted. This allowed us to compare the output and outcome results of projects with very different lifespans. It became clear that the duration of a project does not have a crucial influence on the achievement of results over time. A minimum of six years turned out very suitable time frame for the type of results we were looking for (e.g. structural change) and the type of projects we studied.

An organisation needs to be brave in deciding to have an independent institute look back over such a long time and on such a large scale.

Looking at what the Wild Geese Foundation has been able to learn from this study, and how the results have helped them to inform their donors on the meaning of their work, we can conclude that their courageous decision has been worth every euro.

Without ignoring ‘facts & figures’, based on our experience, an approach that looks beyond just ‘numbers & euros’ is highly recommended. This is due to both the insights it offers and the open and non-threatening effect. Look for the stories, the numbers will follow.

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Ten years on: reflections from a self-funded post-closure evaluation in Kyrgyzstan

My interest in conducting a post-closure evaluation of a Rural Water Supply and Sanitation project in Kyrgyzstan came from two sources: my original involvement as an advisor to the project’s community mobilisation team from 2002 - 2008, and the desire to see whether such a large-scale community-based project could be sustainable.

For several years I tried to raise funding from the World Bank and Winston Churchill Memorial Trust to do a post-closure evaluation but no one seemed interested. It did not meet their priorities or criteria. In the end, I decided to finance it myself. However I only had enough money for a short visit.

Background
The project’s overall aim was to build/rehabilitate water supply systems in 200 villages and provide 350,000 people with clean drinking water.¹

Unlike many large infrastructure projects, it was committed to using a community-based approach. This meant communities were involved at all stages from planning their water supply systems, contributing 5% towards the cost, and creating a Community Drinking Water Users Union (CDWUU); to running, managing, and maintaining their water supply systems. The project was jointly funded by the World Bank and DFID.

Areas covered by the evaluation
I focussed the evaluation on just two Rayons (counties) in Issy-Kul Oblast (region) because of limited funding and as I was in contact with Nazgul Zakiriaeva, a former member of the community mobilisation team from there. Covering the three regions the project had worked in was not practical given the large distances involved.

What we did
The methods Nazgul and I used for the post-closure evaluation were similar to those I have used in numerous end of project evaluations over the past 30 years. We decided to focus on assessing the longer-term impact (since completion of the water supply system) and sustainability.

We looked at changes in five areas to assess the longer-term impact: village water service; women’s lives; children’s health; attitudes to drinking water; and health and sanitation infrastructure and knowledge.

For sustainability, we decided to look at both water supply systems and the CDWUU as we felt they would be closely related.

We chose a random sample of 14 villages. During visits we met with a mix of partners and stakeholders involved in the water supply systems in each village.

We decided not to use formal questionnaires as we wanted to get a better feel and understanding of what people really thought about the performance of the CDWUU and water supply system. Instead, we used a checklist of questions to gather quantitative and qualitative information.

Meetings with local government were held with either the Ayl Okamatu (mayor), Ayl Bashi (village chief) or one of their representatives. Other meetings were with groups of people who benefited from the water services provided by the CDWUU.

The evaluation was conducted in a way to maximise the learning of the CDWUU, villagers, partners and stakeholders hence the discursive and open-ended nature of questions and group discussions. Initial findings were presented and discussed with the CDWUU Network, and attended by CDWUU’s Board members.

What worked
On the whole, conducting the post-closure evaluation went well. As Nazgul was local and knew the two counties as well as the project, her involvement helped us gain the CDWUU’s acceptance of the study.

The willingness of the CDWUU Network Chair to support our work saved a lot of time as he was able to set up many of our meetings.

The timing of this post-closure evaluation seemed about right, coming between 8 - 10 years after the water supply systems were completed. This was long enough to be able to properly assess the longer-term impact and sustainability, but not too long for people to forget how things were previously.

Meeting with a range of users, partners and stakeholders enabled us to build up a good picture of the performance of the CDWUU and the water supply system, and allowed for triangulation.

Challenges faced
We also encountered a number of issues. The limited time meant we were only able to evaluate a part of one of the three regions, so the results are not representative of the project as a whole.

The limited baseline data for the villages visited meant we had to assess longer-term impact based on people’s memories of the previous water situation.

Finally, it would have been better if the study had been conducted by an

independent team to avoid any danger of bias. However, if we had waited for that, it is likely that no post-closure evaluation would ever have been done.

Results
The results of the evaluation were largely positive. Significant changes have been made to the village water service. CDWUUs have connected water directly to over half of the households; the majority of women say their lives are much easier; and schools now have hot water. Two new villages have built water supply systems using the same community-based approach.

Eight of the 14 CDWUU and water supply systems were judged to be sustainable. Three were likely to be sustainable with some support, and three with a lot of support.

What we learned
Doing post-closure evaluations can give donors and INGOs a much more accurate understanding of whether their projects and programmes are really sustainable. For policy-makers, they can provide an insight into what works and what does not, which can help with future planning.

Post-closure evaluations can enable local communities to see and understand their achievements, but also identify what still needs to be done.

For evaluators, the challenges of doing post-closure evaluations are outweighed by rewards (for example, gaining a better understanding of which types of development interventions are more likely to be sustainable).

To ensure that post-closure evaluations are done ethically, it is important that the beneficiaries, main partners and stakeholders involved in the original project are involved in the evaluation. Their voices need to be heard. It is vital the evaluation is conducted in a way that maximises their learning.

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Understanding sustainability: a post-closure evaluation of VSO’s work in Sri Lanka
After working in Sri Lanka for over 40 years in the areas of mental health, active citizenship and volunteerism, and supporting civil society to respond to the post-conflict and reconciliation agenda, VSO decided to close its country programme in March 2014. This decision was part of a larger portfolio review conducted in 2012 which led to the phased closing of four country programmes identified as middle income, in order to re-invest in lower income and fragile contexts.

One year later, we commissioned an independent evaluation of the interventions that were in place between 2004 and 2014. The aims were:

- To interrogate some of the key assumptions in VSO’s global Theory of Change and provide evidence to support or refute them;
- To provide evidence for and articulate the uniqueness and value of international volunteers in capacity development;
- To give us experience in post-closure evaluations, and assessing the sustainability of our work.

In VSO we are becoming increasingly aware of the importance of understanding the long-term influence of our work. This stems from the fact that we are committed to manage our programme portfolio in a dynamic way, opening and closing programmes to respond to emerging needs and priorities.

Sri Lanka was the first post-closure evaluation we conducted and the learning we gained from this exercise is enabling us to institutionalise such practice.

Anticipated risks/challenges
In planning the evaluation, we envisaged a number of challenges. These included logistical ones, for example accessing partners and ex staff members with whom we no longer had working relationships and had moved to new jobs; and methodological ones around evidence trails and memory, and understanding VSO’s distinct contribution to what had happened and had been sustained.

What happened in practice?
Despite the measures we put in place to mitigate these risks, we still faced some practical and methodological challenges. We received valuable support from former staff even if they were busy with their new jobs and projects. However, former partners sometimes struggled to remember the details of interventions that dated back ten years, and in some instances key partner staff had moved on. These factors meant that the evidence trail was sometimes weak or lost and we had to invest more substantially in re-tracing it.

In order to do so, the evaluation applied a methodology for understanding and assessing change in uncertain and dynamic contexts.

The evaluation questions asked how local partners defined capacity and what contribution VSO volunteers made to developing this; alternative explanations for changes in organisational capacity; unanticipated consequences of capacity development; and to what extent gains have been sustained. There was an in-depth exploration of how change happened, considering the key factors in whether or not capacity development was initially successful and subsequently sustained and what was uniquely and demonstrably effective about capacity development through the placement of international volunteers.

One challenge we encountered, and which we had not envisaged, was the importance of managing partners’ expectations about the reasons for the evaluation and the fact that VSO would not re-open its programmes in Sri Lanka as a consequence of the findings. Only continuous communication and engagement with the partner organisations during the evaluation enabled us to address this.

Findings
The findings provided evidence of the sustainability of the capacity improvement brought about by VSO’s interventions, and quantified the capacity gains sustained by partners as to be as high as 75%.

VSO overall and VSO volunteers’ particular approach to capacity development was...
Key learning on commissioning and conducting post-closure evaluations

The findings of this evaluation have helped VSO frame a methodology to apply more regularly to both closing country offices and individual projects or programmes, in order to continue to grow the body of evidence around our sustainability. The findings also contribute to VSO’s growing evidence base that highlights the distinct contribution that volunteers can make to sustainable change in a development context. Going forward we intend to conduct such evaluative exercises internally, in line with the direction of our overall evaluation strategy.¹

For VSO, at least, we consider it worth the expense and effort. We would encourage others to do the same as understanding the sustainability of the changes international NGOs contribute to through development programmes is critical across the whole development sector, although not easily done.

The full report is available online:

Other VSO publications linked to this evaluation:

¹See: http://www.vsointernational.org/about/learning-and-evaluation

Exploring the world of post-closure evaluation

What happens when you ask NGOs to share their experiences of post-closure evaluations? This article brings together the story behind the commissioning of this ONTRAC, and draws out some lessons from other examples that could be useful to practitioners.

Reaching out for contributions

At INTRAC, we know from previous events, such as our 2012 conference on aid withdrawal, partnership and CSO sustainability that many organisations have been exiting from countries, regions, programmes and projects. So this edition provided a great opportunity for us to find out if participants had done any post-closure evaluations since then. We received a spectrum of responses.

At one end, some questioned why we would want to look at the topic, stating that people do not tend to do them, often due to lack of funding. Confusion around the difference between end-of-project and post-closure evaluations also arose.

“Doing an evaluation of a long period of work (...) provided a rich opportunity to observe impact.”

Others were intrigued and went in search of examples within their organisations but could not find anything. Despite this, many said they would be keen to read about the experiences of others, or said they would share results of post-closure evaluations if or when they did them.

At the other end of the spectrum were those that had stories to share, but often had to dig around in their organisations’ archives or institutional memory. This happened at INTRAC also, with examples emerging from our archives and resources as the preparation of this edition progressed.

Initially we wanted to include the perspective from partners that have been on the ‘receiving end’ of post-closure evaluations, as this view is often missing.

However, we have not (thus far) found any individuals or organisations that were able to share this side of the story.
Three brief examples

Plan International’s post-intervention studies

These studies aim to improve understanding of Plan International’s contribution to long-term change in the communities it works with. Two are publicly available:

1. Kenya: This study was conducted seven years after programme implementation in one region of the country. The commissioning officers requested that a ‘tracking forward and tracking back’ methodology be used, which meant that the study take the aims and objectives of the original programme as a starting point and examine the results and impact through a child rights perspective – child rights was the current overarching focus of Plan’s work even though it had not been at the time of the programme. The study was based on wide ranging interviews and focus groups with all major stakeholders including local government.

2. The Philippines: This study used document reviews, key informant interviews, focus group discussions and structured observation. The report provides useful information on the study limitations, including generating accurate data sets as the methodology required respondents to look back over a long period of time (10+ years).

Helvetas’ After Departure Visits

Helvetas conducted three After Departure Visits in Lesotho, Cameroon and the Philippines between two to eight years after phase out to learn what happened after it left and how this linked to the way it supported former partners. The methodology included interviews with former partners and stakeholders.

The example provides interesting insights into responses the organisation received when it went back, and shows there is clearly valuable learning that can come out of After Departure Visits.

Final evaluation of INTRAC’s Malawi programme

This external evaluation was commissioned by a long-term donor and took place one year after INTRAC’s Malawi programme ended. It focused on relevance, effectiveness, efficiency, impact and sustainability.

Doing an evaluation of a long period of work – in this case ten years – provided a rich opportunity to observe impact over time.

The value of post-closure evaluation

Exploring the world of post-closure evaluation in this edition revealed the following ideas on when, how and why they can be of value:

It appears that there is no perfect timeframe between closure and conducting a study. Longer timeframes can enable a fuller assessment of long-term change and impact but issues around evidence trails and personal memory may arise. Too short and it may reveal nothing useful, while raising tensions with former partners.

A qualitative, exploratory approach rather than an impact assessment appears to be preferred across these examples, generating trust and enabling deeper reflection.

To conduct post-closure evaluations ethically, it is important to involve the main stakeholders, including talking to former beneficiaries as much as possible and feeding results back to them.

Organisations need to be aware that there will always be challenges to overcome, such as time constraints to carry out the study, securing funding, managing partner expectations, and acceptance of results by donors.

The examples in this edition demonstrate that post-closure evaluation can be a valuable exercise for policy makers, INGOs and former beneficiaries. By assessing long-term change and sustainability, they can generate useful learning to improve future interventions, help with demonstrating accountability to donors, and enable local communities to identify remaining needs.

But first those with experience of post-closure evaluations need to start sharing examples, successes and challenges more widely.

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References:


NEW COURSE: Mindfulness and Social Change

How can mindfulness support efforts for social, environmental and economic justice? What support can it offer at an individual and organisational level to those of us working in an increasingly fast-paced, stress-laden and complex sector? In answer to these questions, INTRAC is offering a new course, as part of its experimental spaces, which combines mindfulness practices and the building of skills essential for social change makers. It aims to support individuals to learn how to use mindfulness to sustain their work and ensure their individual and collective action is effective in bringing about positive change.

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