

מאיירס - ג'זינט - מכון ברודקדייל  
MYERS - JDC - BROOKDALE INSTITUTE  
مایرس - جوینت - معهد بروکدیل



MANPOWER EVALUATION AND SOCIAL PLANNING

**Evaluation of the Overall Impact of the  
Activities of JDC-Israel at the Local Level on  
the Development of Social Infrastructures:  
An Exploratory Study**

Malka Korazim ♦ Tami Peleg

The study was funded by JDC-Israel in partnership with  
Myers-JDC-Brookdale Institute



**RESEARCH REPORT**

RR-612-12

# **Evaluation of the Overall Impact of the Activities of JDC-Israel at the Local Level on the Development of Social Infrastructures: An Exploratory Study**

Malka Korazim

Tami Peleg

The study was funded by JDC-Israel in partnership with Myers-JDC-Brookdale Institute

Editor: Bilha Allon

English translation (executive summary): Naomi Halsted

Layout and print production: Leslie Klineman

Myers-JDC-Brookdale Institute

P.O.B. 3886

Jerusalem 91037, Israel

Tel: (02) 655-7400

Fax: (02) 561-2391

Website: [www.jdc.org.il/brookdale](http://www.jdc.org.il/brookdale)

# Executive Summary

## Introduction

JDC-Israel implements a large number of innovative programs that cover a wide range of social areas and are aimed at various target populations (children and youth at risk, the elderly, new immigrants, and people with disabilities) in localities throughout Israel, but particularly in the socially disadvantaged and geographic periphery.

Beyond the direct contribution of each specific program to the populations that it serves, JDC-Israel has become more and more interested in the question of how the programs contribute to the broader municipal capacity to develop and deliver services effectively. This capacity is related to what one may define as the municipal social infrastructure. Moreover, the question has arisen as to whether there are potential synergies among the different programs, and whether a focused effort is made to take advantage of these synergies through various forms of cooperation.

In light of these questions, JDC-Israel initiated an evaluation study, as a first attempt to assess the overall impact of the JDC activities on the social infrastructure at the local level.

The study is viewed as exploratory, as there have been very few if any efforts to systematically define, even conceptually, what is meant by the social infrastructure as well as to examine the cumulative impact of a variety of programs on strengthening this infrastructure.

## 1. Study Goals and Design

The study had three main goals:

### **1. To examine the overall impact of JDC-Israel activities on the local social infrastructure.**

In collaboration with the study's steering committee, the decision was made to focus on six specific components of the overall social infrastructure for which there was an expectation that JDC's programs might impact most: 1) New professional approaches and new methods of intervention with the target populations; 2) Cooperation among organizations and sectors involved in the provision of social services at the local level; 3) Voluntarism; 4) Lay leadership; 5) Information systems on target populations and the services provided to them; 6) The professional level of service providers.

An important distinction was made between two levels of impact: 1) As part of the program – each individual program could have a direct effect as part of its goals on the development of a particular social infrastructure, such as the active involvement of volunteers; 2) Beyond the program – more broadly the program could in turn impact on the broader utilization of volunteers beyond the bounds of the program. This is all the more the case when there is a variety of programs that can have a mutually reinforcing collective impact on the development of a particular infrastructure. In other words, the question is to what extent did the overall set of JDC programs in a locality have an impact on the broader utilization of volunteers? Thus one of the

unique features of the study was to examine this collective overall impact of a variety of programs on each infrastructure.

## **2. To examine the extent and type of cooperation among JDC-Israel programs at the local level.**

As part of the effort to address the broader impact on the social infrastructure, we examined the cooperation among JDC programs at two levels: **within each JDC-Israel division** – the relationship among JDC programs within the same JDC division and **among the JDC-Israel divisions** – the relationship among JDC programs from different divisions.

## **3. To develop a conceptual framework for dealing with these issues that could be used for ongoing planning within JDC-Israel or other organizations.**

The study was conducted in three localities: Acre, Sakhnin and Karmiel. These localities were selected because of the large number of JDC programs. Approximately 30 programs were being implemented in each of these localities at the time of the study.

The data for the study were collected from three sources: the division heads at JDC-Israel, key informants at the local and national levels in all three localities, and the directors of the JDC programs in Karmiel.

At the outset, it was not at all clear that the interviewees would be able to address these broader questions and the distinctions implicit in them. We did find that there was an almost universal willingness to respond to the questionnaire and that the respondents were comfortable with this broader perspective. At the same time, they did not always feel that they had sufficient information to relate to this broader picture.

This report presents an integrated analysis of the data that were collected from the three sources of information on the two issues examined in the study.

## **2. Major Findings**

### **1. Assessing the Overall Impact of JDC-Israel Activities on Developing and Strengthening Social Infrastructures at the Local Level**

The assessment of the impact in the three localities (Acre, Sakhnin and Karmiel) revealed the following:

- ◆ The majority of the informants reported significant impacts on some of the social infrastructures at the local level.
- ◆ In all three cities, we found that the key informants did believe that JDC-Israel's programs had impacted in broader way, on municipal capacity to develop and deliver services effectively. This was also echoed by the local project directors who were interviewed in Karmiel.

- ◆ There were differences among the infrastructures, in the extent to which they had been affected beyond the immediate impact of the programs. The differences are related in part to the nature of the programs and in part to the extent that the program made a focused effort to have a broader impact.
- ◆ There were differences among localities in the extent of reported impact on the various infrastructures. This may be related in turn to the types of JDC programs available in the locality, the length of time that JDC-Israel had been involved, how developed the infrastructure was at the point of entry of JDC programs and the broader effort made.
- ◆ Most of the JDC-Israel division heads and the directors of the JDC programs in Karmiel attributed great importance to investing more in strengthening the local infrastructures. Many indicated that they were already pursuing efforts to this end.

## **2. Cooperation among JDC Programs at the Local Level**

As indicated, cooperation among JDC programs was viewed as one of the ways to enhance their impact on the overall social infrastructures, as well as to enhance the effectiveness of each individual program.

The findings reveal the following:

- ◆ The respondents defined the concept of "cooperation" in various ways, such as synchronization, coordination, cooperation, collaboration, reciprocal assistance and client referrals.
- ◆ There was more cooperation at the local level among programs belonging to the same division, and less among programs from different JDC divisions.
- ◆ The various groups at the local level also attached great importance to efforts to increase the cooperation among the programs within their cities.
- ◆ The respondents also indicated a number of barriers to cooperation that had to be overcome, and noted that there was a need to focus on those forms of cooperation that would be most cost effective.

## **3. Development of a Conceptual Framework**

One of the additional contributions of the study was the development of a conceptual framework for defining the impact of social programs on the social infrastructure at the local level. It was found that the respondents were able to relate in the interviews to the broader impact of the programs. They confirmed the importance of the six social infrastructures examined in the study, while indicating there were additional ones that should also be considered.

### 3. Discussion

The study findings indicate several possible directions in order to promote the future development of the two issues studied: Strengthening the overall impact of the JDC activities on the development of infrastructures, and cooperation between JDC programs at the local level.

The findings of the study are being used by JDC-Israel to develop an agenda to enhance its impact. In this agenda JDC-Israel is addressing the following:

- ◆ Deciding on the extent of investment in more systematically strengthening the various social infrastructures, prioritizing among the infrastructures and among the mechanisms to expand these impacts.
- ◆ Developing a strategy in each locality based on an integrative perspective of the various JDC programs. The strategy would take into account: 1. The state of the infrastructures in the locality; 2. The length of time that the programs have been implemented; 3. The basket of JDC programs; 4. Communalities among the programs in their ability to contribute to the various infrastructures.
- ◆ Develop strategy to enhance cooperation among JDC programs, so that they can better contribute to the development of the social infrastructure. This includes:
  - Identifying opportunities for cooperation among programs aimed at similar infrastructures.
  - Defining the types of cooperation that would be most beneficial.
  - Identifying the mechanisms to best strengthen cooperation that contribute to strengthening the social infrastructures.

JDC-Israel has initiated a program called Maccabi, to enhance the synergy between all the JDC activities at the local level. The conceptual framework of the study is being used to define its concrete outcomes and to develop the tools for their ongoing measurement.

This study may be useful to all organizations that have an interest in developing and evaluating local social infrastructures. At the same time, it is also important to continue to develop in order to refine the conceptual framework and the methods of measuring the impact of social programs at the local level.

## Acknowledgments

We wish firstly to thank Arnon Mantver, director of JDC-Israel, and Prof. Jack Habib, director of the Myers-JDC-Brookdale Institute for their professional input and advice throughout the study and their assistance at every stage.

We are grateful to the members of the steering committee – Tammy Barnea, director of the Disabilities Department, JDC-Israel; Haim Factor, deputy-director of JDC-Israel and head of finance and budgets; Yossi Tamir, director of JDC-TEVET; Galit Sagie, acting director of JDC-ELKA and former head of the Volunteer and Philanthropy Division – for their insights and comments throughout the study.

We thank the division heads at JDC-Israel for their contribution to the study and their willingness to give us their time.

We owe special thanks to the key informants in Karmiel, Sakhnin and Acre – the directors of the municipalities, the directors of the social services departments, and the directors of the education departments – for their important input and willingness to cooperate. We thank the supervisors at the Ministry of Social Affairs and Social Services for their cooperation.

Thanks also to the directors of the JDC-Israel programs in Karmiel for their willingness to share their time and experience with us.

We also thank Bilha Allon, who edited this report, and Leslie Klineman, who prepared it for publication.



# Table of Contents

<b>1. Introduction</b>	1
<b>2. Study Goals and Design</b>	1
2.1 Study Goals	1
2.2 Study Design	2
2.3 Data Analysis and Presentation of the Findings	4
<b>3. Impact of JDC-Israel Activities at the Local Level on the Development and Strengthening of Social Infrastructures</b>	4
3.1 New Professional Approaches and New Methods of Intervention (Infrastructure 1)	4
3.2 Cooperation between Organizations and Sectors (Infrastructure 2)	7
3.3 Voluntarism (Infrastructure 3)	9
3.4 Lay Leadership (Infrastructure 4)	11
3.5 Information Systems on Target Populations and Services for Them (Infrastructure 5)	13
3.6 Professional Level of Professional Staff in the Social Services (Infrastructure 6)	15
<b>4. Cooperation between JDC-Israel Programs at the Local Level</b>	16
4.1 Intra-Divisional Cooperation at the Local Level	16
4.2 Interdivisional Cooperation at the Local Level	18
<b>5. Recommendations for Improvement</b>	20
<b>6. Conclusion and Issues for Discussion</b>	22

## List of Tables

<b>Table 1:</b>	Development and Strengthening of New Professional Approaches and New Methods of Intervention – Data from JDC-Israel Division Heads, Key Informants in the Localities and Program Directors in Karmiel	5
<b>Table 2:</b>	Development of Cooperation between Organizations and Sectors at the Local Level, Data from JDC-Israel Division Heads, Key Informants in the Localities and Program Directors in Karmiel	7
<b>Table 3:</b>	Development and Strengthening of Voluntarism at the Local Level – Data from JDC-Israel Division Heads, Key Informants in the Localities and Program Directors in Karmiel	10
<b>Table 4:</b>	Development and Strengthening of Lay Leadership at the Local Level – Data from JDC-Israel Division Heads, Key Informants in the Localities and Program Directors in Karmiel	11
<b>Table 5:</b>	Development of Information Systems on Target Population and Services for Them at the Local Level – Data from JDC-Israel Division Heads and Key Informants in the Localities	13
<b>Table 6:</b>	Strengthening the Professional Level of Professional Staff in the Social Services at the Local Level – Data from JDC-Israel Division Heads and Key Informants in the Localities	15
<b>Table 7:</b>	Intra-Divisional Cooperation at the Local Level – Data from JDC-Israel Division Heads, Key Informants in the Localities and Program Directors at Karmiel	17
<b>Table 8:</b>	Interdivisional Cooperation at the Local Level – Data from JDC-Israel Division Heads, Key Informants in the Localities and Program Directors at Karmiel	18
<b>Table 9:</b>	Summary Table: The View of the Various Sources of Information of the Overall Impact of the JDC-Israel Programs on the Development and Strengthening of the Social Infrastructures at the Local Level	23