

Chapter 4. Prepare for the Evaluation

What's Inside?



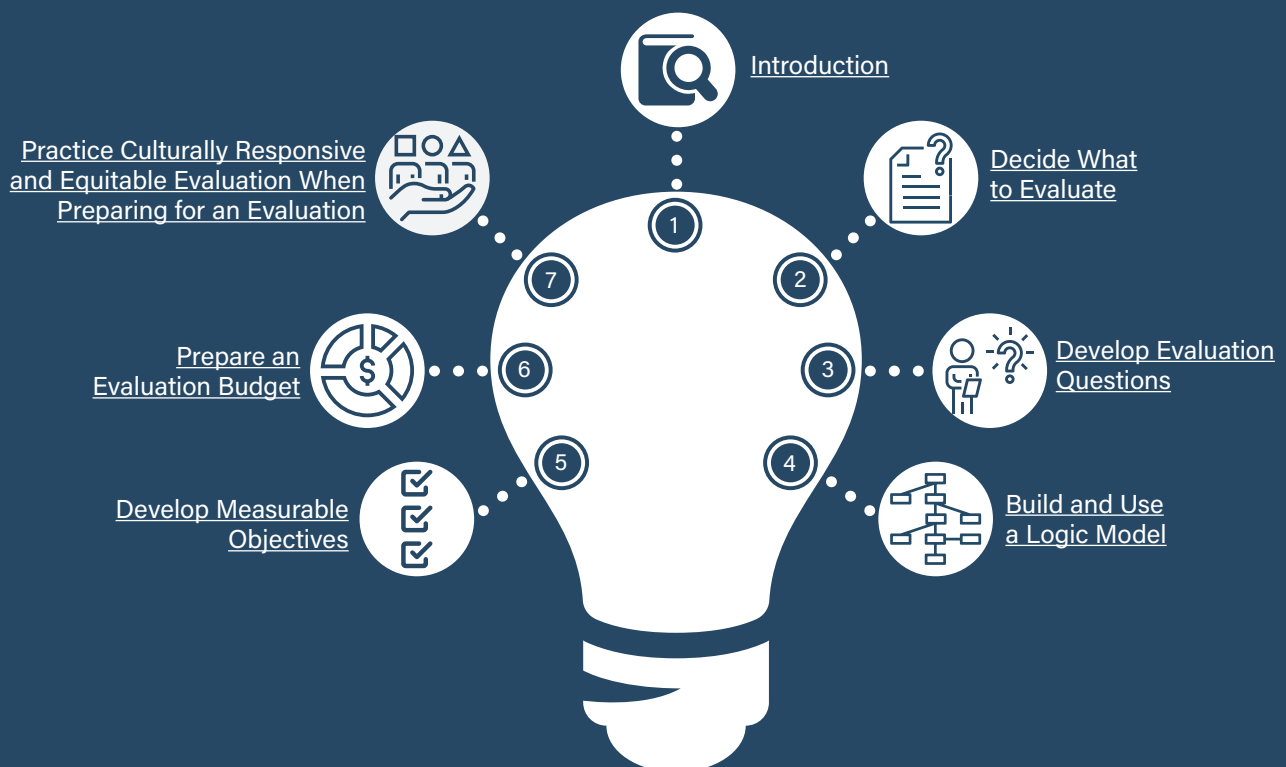
What this chapter contains

- An introduction to the importance of planning for an evaluation
- A discussion about deciding what program, component, service, or activity to evaluate
- A description of the basic questions an evaluation can answer
- A guide for developing a logic model that will provide a structural framework for your evaluation
- A plan for stating program objectives in measurable terms
- A discussion of the common cost drivers and cost savers in an evaluation
- Examples of ways to apply culturally responsive and equitable principles when preparing for an evaluation

Who can use this chapter

- Program managers preparing to conduct a program evaluation

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Introduction

Once you have assembled your evaluation team, the next step is to look closely at the purpose of your evaluation to determine what evaluation questions can be asked and answered and how to get the best return on your evaluation investment. A shared understanding of the purpose, use, and users of the evaluation findings should drive the development of evaluation questions. This understanding should in turn drive the evaluation design, data collection, analysis, and reporting. Beyond facilitating good evaluation practice, the planning phase can—

- Foster transparency for the evaluation.
- Increase program staff buy-in for evaluation activities.
- Connect and align various evaluation activities (especially for programs employing different contractors or contracts).
- Improve transitions during staff turnover.
- Establish whether sufficient program resources and time are available to accomplish the intended evaluation activities.

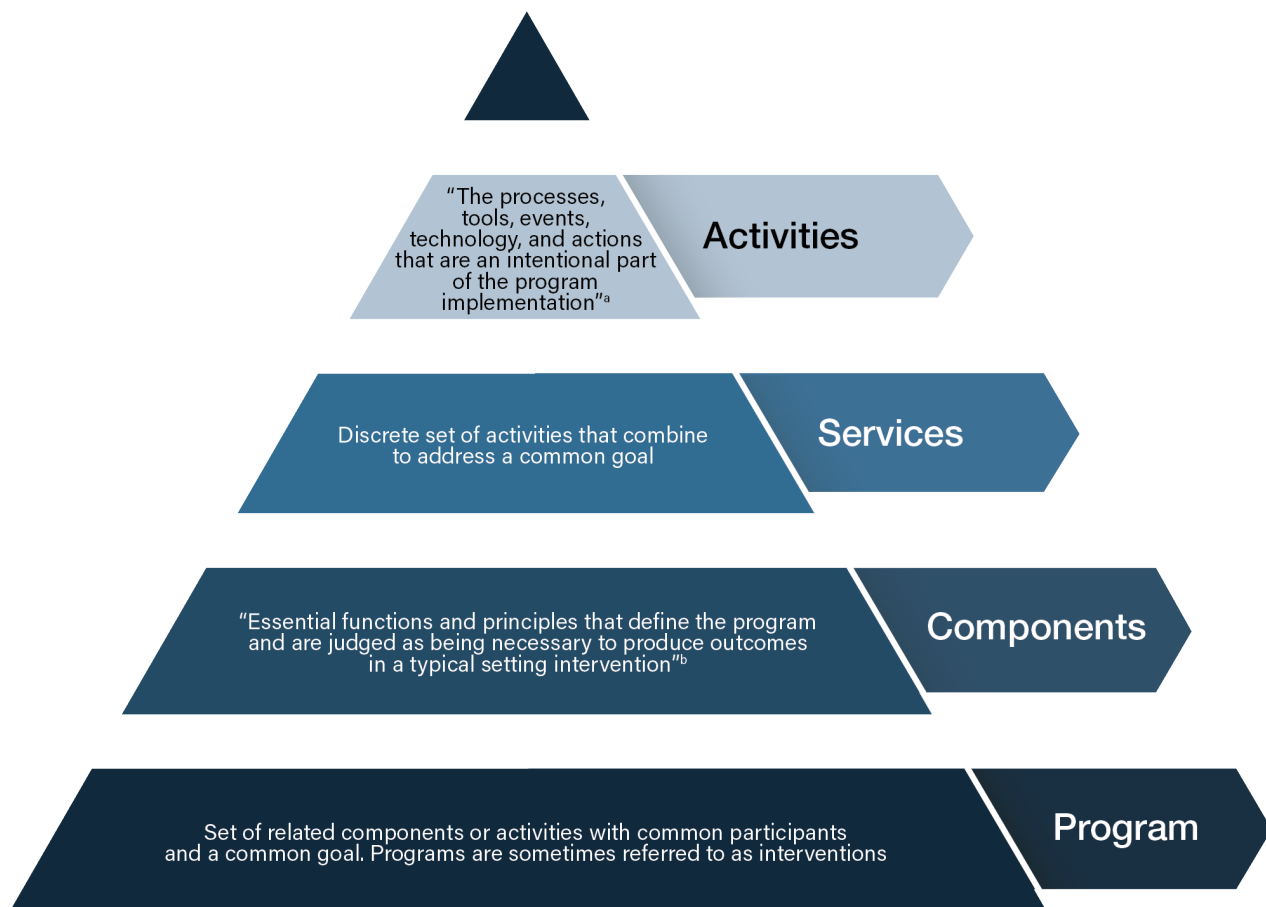
The important decisions of what to evaluate and how should involve the outside evaluator or consultant (if you decide to hire one), all program staff who are part of the evaluation team, and anyone else in the agency who will be engaged. As noted in [chapter 3](#), evaluation teams should engage potential users of the evaluation and community members early and often. Their engagement during the initial decision-making processes will improve the ultimate usefulness of the evaluation and help balance the power between evaluators and evaluation participants. Ideally, the planning process should begin before implementing the program, component, or service you wish to evaluate. When that is not possible (i.e., the program is already operational), take time to understand and articulate program goals and strategies.

This chapter offers guidance on preparing for the evaluation, including defining its size and scope, identifying the evaluation questions, building a logic model to provide a structural framework, stating program objectives in measurable terms, and budgeting for the evaluation. It concludes with strategies to support conducting a culturally responsive and equitable evaluation.

Decide What to Evaluate

Some programs have many components, while others have only one or two. You can evaluate your entire program, one or two program components, or even one or two services or activities within a component (see figure 4.1). Consider, for example, a Head Start grantee providing seasonal Head Start to migrant farmworker families. A successful evaluation will distinguish whether it is evaluating the early learning and child development services, health and nutrition services, family well-being services, or all three components.

Figure 4.1. Potential Evaluation Target Options



^a W.K. Kellogg Foundation, 2004, p. 2

^b Blase & Fixsen, 2013, p. 3

To a large extent, your decision about what to evaluate will depend on program staff and leadership, the funder, and potentially the local community's priorities. The decision will also be subject to available financial resources, staff and contractor availability, and the amount of time committed to the evaluation.

Several options are available to work within limited evaluation resources. For example, you might simplify the design or narrow the scope of your evaluation. It is better to conduct an effective evaluation of a single program component than attempt to evaluate several components or an entire program without sufficient resources. Sometimes, the decision about what to evaluate is made for you, as when funders require specific evaluation elements as a condition of a grant award. At other times, you or your agency administrators will decide what to evaluate.

Program as shorthand for an evaluand

You can evaluate almost anything. In addition to the examples of a program, program component, service, or activity, you can study policies, laws, websites, a training, etc. In the interest of readability, the Guide uses the term "program" as a placeholder for any evaluand (a generic term for the object or thing that is the subject of an evaluation).

If your program is already operational, you may decide to evaluate a particular service or component because you are unsure about its effectiveness for some participants. The introduction of a new service or component may be another reason to focus your evaluation on that specific service or component. Alternatively, you may choose to evaluate your entire program because you believe it is effective and you want evidence of effectiveness to help you obtain additional funding to continue or expand it. Defining what you will evaluate helps you determine at the outset whether your new efforts are being implemented successfully and are effective at attaining expected participant outcomes.

Develop Evaluation Questions

Once you have decided what programs, components, services, or activities to evaluate, you should decide which questions you want the evaluation to answer. These questions will play a central role in guiding the evaluation, so plan them carefully. Strong evaluation questions should be clear, relevant, and rigorous. They must stem from a program's objectives.

As described in chapter 1, the two types of objectives are program implementation objectives and participant outcome objectives. While implementation evaluations help you determine whether program activities have been implemented as intended, outcome evaluations measure program effects (CDC [Centers for Disease Control and Prevention], n.d.-b). Sometimes, evaluating program implementation objectives is referred to as a process evaluation (OPRE [Office of Planning, Research, and Evaluation], 2010). However, because many types of process evaluations are possible, this guide uses the term implementation evaluation.

Implementation and outcome evaluations can be used to determine whether you have been successful in attaining both types of objectives by answering the following questions:

- **Has the program been successful in attaining the anticipated implementation objectives?** For example, are you implementing the services or training you initially planned to implement? Are you reaching the intended target population? Are you reaching the intended number of participants? Are you developing the planned collaborative relationships?
- **Has the program been successful in attaining the anticipated participant outcome objectives?** For example, are participants exhibiting the expected changes in knowledge, attitudes, behaviors, or awareness? Can these changes be attributed to the program?

A comprehensive evaluation must answer both questions. You may be successful in attaining your implementation objectives, but if you do not have information about participant outcomes, you will not know whether your program is having the intended outcome or effect. Similarly, you may be successful in changing participants' knowledge, attitudes, or behaviors, but you will need information on implementation to guide program adoption, replication, and scale-up.

One common framework for formulating concise but rigorous outcome evaluation questions is known as *Population, Intervention, Comparison, and Outcome (PICO)*. This framework encourages evaluators to consider the target population that will participate in the intervention and evaluation, the intervention to be evaluated, the comparison that will be used to assess whether the intervention makes a difference, and the outcomes you expect the intervention to achieve (Tribal Evaluation Institute, n.d.). Strong evaluation questions should specify all four of these elements. An example of an evaluation question that specifies the four elements of PICO might be, “Do student parents (P) of children who attend Head Start (I) miss fewer classes (O) than student parents whose children do not attend Head Start (C)?”

PICO framework

The PICO framework is a widely used strategy for breaking down evaluation questions into four elements that facilitate the identification of relevant information: population, intervention, comparison, outcome. To learn more about how PICO can clarify evaluation questions, see the Tribal Evaluation Institute (2016) or the evaluation plan template in Blocklin et al. (2019).

Although this section focuses on implementation and outcome evaluations, other categories of questions may be relevant to your program: questions regarding the need for services (needs assessment) and questions regarding the program’s economic benefits (economic evaluation). These topics are beyond the scope of this Guide, but a basic understanding of them may be helpful.

A needs assessment is a study of the problem a program intends to address and the need for the program, such as determining the number of children who are chronically absent from school and the likely reasons why they miss school (GAO [Government Accountability Office], 2021). An economic evaluation¹ is a study that measures program costs and compares them with either a monetary value of the program’s benefit (cost-benefit analysis) or a measure of the program’s effectiveness in achieving its outcome objectives (cost-effectiveness analysis). For more information on these types of assessments, see the resources in the [“To learn more”](#) section at the end of the chapter.

Build and Use a Logic Model

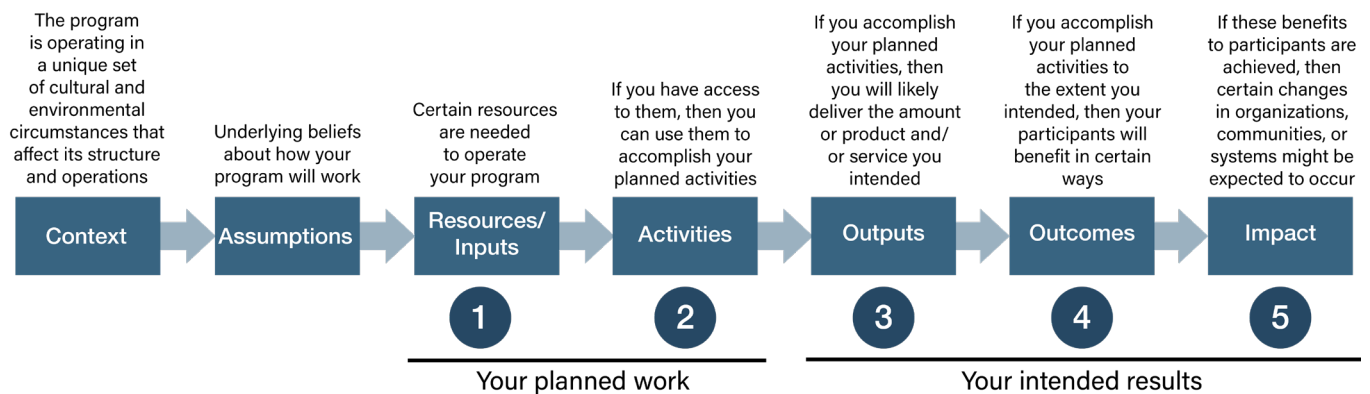
Whether you decide to evaluate an entire program, a single component, or a single service, you will need to build a logic model. A logic model² is typically represented as a flow chart that tracks how inputs drive activities to produce outputs, outcomes, and ultimate impact (OPRE, 2010). A variety of formats can be used to create a logic model; the key is to develop a clear understanding of the program and its context for operation. A logic model may also be referred to as a program model, program theory, and theory of change.

¹ Economic evaluation is an effort to use analytic methods to identify, measure, value, or compare the costs and consequences of one or more alternative programs or interventions (CDC n.d.-a).

² A logic model is a picture of how your organization does its work—the theory and assumptions underlying the program. A program logic model links outcomes (both short and long term) with program activities and processes and the theoretical assumptions and principles of the program (W.K. Kellogg Foundation, 2004).

In general, all logic models represent a series of logically related assumptions about the program's participant population and the changes you hope to bring about in that population as a result of your program. Evaluators and program staff should work together to jointly build the logic model to ensure it reflects how the program will work and how it will influence the target population. Figure 4.2 presents the basic elements of a logic model.

Figure 4.2. Basic Elements of a Logic Model



Source: Adapted from W.K. Kellogg Foundation Logic Model Development Guide (2004)

Logic models can inform program improvement and program evaluation. Regarding program improvement, logic models can help advance strategic planning and program management by identifying the target population (those the program is designed to serve), clarifying the program goals and any conceptual gaps, tracking progress and changing needs, and describing the program to internal and external audiences.

Regarding program evaluation, logic models can provide a structural framework for your evaluation by informing the development of a data collection plan and helping your evaluation team understand why desired outcomes are or are not attained. For example, tracking program outputs can help evaluators determine whether ineffectiveness is the result of (1) insufficient resources or inputs or other implementation challenges or (2) other issues (i.e., the intervention is implemented with fidelity but did not have the intended effects).

Logic models are not difficult to construct, and they lay the foundation for your evaluation by clearly identifying your program implementation and participant outcome objectives. These models can then be stated in measurable terms for evaluation purposes. See "To learn more" and the appendices for resources and templates for building a logic model.

Falsifiable logic model

A logic model is a helpful tool for thinking through causal pathways by linking outcomes with program inputs and activities. Taking this idea one step further, falsifiable logic models expand the role of the logic model by including detailed—and falsifiable—goals for components of a conventional logic model. Falsifiable logic models can help evaluation teams determine whether a program is satisfying its own stated goals.

To learn more about how falsifiable logic models can help a program strengthen its implementation and increase the likelihood of success in a rigorous impact evaluation, see Epstein and Klerman (2013).

Develop Measurable Objectives

The logic model serves as a foundation for identifying your program's implementation and participant outcome objectives. Initially, focus your evaluation on assessing whether implementation objectives and immediate participant outcome objectives were attained. This will help you assess whether it is worthwhile to commit additional resources to evaluating attainment of intermediate and long-term outcome objectives.

Program managers often believe that stating objectives in measurable terms means establishing performance standards or some arbitrary "measure" the program must attain. This is not true. Stating objectives in measurable terms simply means you describe what you plan to do in your program and how you expect the participants to change in a way you can measure. From this perspective, measurement can involve anything from counting the number of services (or determining the duration of services) to using a standardized test that will result in a quantifiable score. Some examples of stating objectives in measurable terms appear below.

Stating implementation objectives in measurable terms. Examples of implementation objectives follow:

- **How will you know the planned activities occurred?** For example, the number, duration, and frequency of services or activities implemented
- **Who will do it?** What the staffing arrangements will be; the characteristics and qualifications of the program staff who will deliver the services, conduct the training, or develop the products; and how these individuals will be recruited and hired
- **What population do you plan to reach? How many individuals?** A description of the participant population for the program; the number of participants to be reached during a specific timeframe; and how you plan to recruit or reach the participants

To state these objectives in measurable terms, be specific about your program's operations. The example in table 4.1 demonstrates how general implementation objectives can be transformed into measurable objectives. A blank worksheet for stating your implementation objectives in measurable terms is provided in [appendix B](#).

Table 4.1. Example of Implementation Objectives Stated in Measurable Terms

How will you know the planned activities occurred?	General objective: Provide drug abuse education services.
	Measurable objective: Provide 2-hour drug abuse education classes 5 days a week, eight sessions per year.
Who will do it?	General objective: Program staff will be experienced, certified addictions counselors.
	Measurable objective: One hundred percent of program staff will have an addictions counseling certification; program staff will have a minimum of 2 years' experience.
What population do you plan to reach? How many individuals?	General objective: Recruit and serve runaway and homeless youth.
	Measurable objective: Participants will include youth aged 8–14 residing in a shelter during time of classes. Reach six participants per session; recruit the participants to the classes by intake counselors and clinical director.

From your description of the specific characteristics for each objective, the evaluation will be able to assess in an ongoing way whether the objectives were attained, the types of problems encountered during program implementation, and the areas where changes may be needed. Using the example above, you may discover the first class session included only two youth from the crisis intervention services. Based on the findings from the evaluation, you might examine your data to gain more insights into the recruitment process:

- How many youth resided in the shelter during that timeframe?
- How many youth agreed to participate?
- What barriers to participation did youth encounter (such as youth or parent reluctance to give permission, lack of transportation, or lack of interest among youth)?

Based on your answers, you may decide to revise your recruitment strategies, train crisis intervention counselors to be more effective in recruiting youth, visit a youth's family to encourage the youth's participation, or offer transportation to youth to make it easier for them to attend the classes.

Stating participant outcome objectives in measurable terms. Be specific about the changes in knowledge, attitudes, awareness, or behavior you expect to occur as a result of participation in your program. One way to be specific about these changes is to ask yourself the following questions:

- What change is expected to occur?
- How much change is expected to occur?
- For whom will the expected change occur?
- How will you know the expected change occurred?

To answer these questions, identify the evidence needed to demonstrate your participants have changed. The example in table 4.2 demonstrates how participant outcome objectives may be stated in measurable terms. A worksheet for defining measurable participant outcome objectives appears in [appendix B](#).

Table 4.2. Example of Outcome Objectives Stated in Measurable Terms

How will you know expected change occurred?	General objective: Expect to reduce the use of alcohol by youth.
	Measurable objective: Youth who complete the program will demonstrate a 10 percent decrease in alcohol use compared with preprogram, as measured by the Alcohol Timeline Followback instrument.

Prepare an Evaluation Budget

Program managers are often concerned about the cost of an evaluation. This is a valid concern. Evaluations do require time, money, and expertise. Many program managers and staff believe it is unethical to use program or agency financial resources for an evaluation because available funds should be spent on serving participants. However, evaluation is essential if you want to know whether your program is benefiting participants. It is more accurate to view money spent on evaluation as an investment in your program and in your participants rather than as a diversion of funds away from helping participants.

Unfortunately, calculating evaluation costs is not strictly defined. The amount of money needed depends on many factors:

- Aspects of your program you decide to evaluate
- Number of people who will contribute to the evaluation (e.g., how many evaluators; how many community members and their level of engagement)
- Size of the program (i.e., the number of staff members, participants, components, and services)
- Number of outcomes you want to assess
- Who is conducting the evaluation
- Your agency's available evaluation-related resources

Costs also vary according to economic differences in communities and geographic locations. Table 4.3 describes other common factors that influence the costs and resources needed to conduct a program evaluation, such as the source and condition of data, how the data will be collected, the statistical complexity of data analyses, and the program staff's evaluation capacity.

Table 4.3. Common Cost Drivers and Cost Savers in Program Evaluation

Factor	Considerations	Lower Cost	Higher Cost
Data source	<ul style="list-style-type: none"> What data are already available (secondary data), and what will need to be collected (primary data)? How many sources of data are needed? 	<ul style="list-style-type: none"> Using previously collected data (e.g., administrative data) that are readily available and inexpensive to obtain Collecting data at a single site and/or from a single informant group 	<ul style="list-style-type: none"> Using previously collected data will require an agreement (e.g., data use agreement, memorandum of understanding) to obtain Collecting data at many geographically spread sites and/or from multiple sources (particularly from comparison groups)
Data condition	<ul style="list-style-type: none"> Will the data require extensive cleaning or manipulation? Is the file easy to interpret and use (e.g., is a data dictionary provided)? 	<ul style="list-style-type: none"> Available datafile(s) cleaned and ready for use 	<ul style="list-style-type: none"> Datafiles will require entry, cleaning, and coding
Data collection methods	<ul style="list-style-type: none"> How will data be collected? Does the evaluation require computer-assisted data collection methods? Will data collection require travel? Will participants be compensated? 	<ul style="list-style-type: none"> Using current measures Using simple data collection techniques (e.g., existing portals, easily programmed survey software) 	<ul style="list-style-type: none"> Developing new measures Using complex data collection techniques (e.g., building a new data collection portal, programming complicated web surveys, using computer-assisted telephone interviewing)
Statistical complexity	<ul style="list-style-type: none"> What amount of time and level of technical expertise are required to conduct data analysis and interpretation? 	<ul style="list-style-type: none"> Data analysis requires descriptive methods to summarize data (e.g., average participant age, proportion of participants who are employed) Evaluation intends to establish evidence of a relationship between intervention and outcomes that is suggestive, not causal 	<ul style="list-style-type: none"> Data analysis requires advanced inferential statistical methods to establish evidence of a causal relationship
Evaluation capacity	<ul style="list-style-type: none"> Can the evaluation be conducted by staff from the program or organization being evaluated (internal evaluators), or does it require outside support (external evaluators)? Do any supplies or equipment need to be purchased or rented for the evaluation? 	<ul style="list-style-type: none"> Program staff have sufficient knowledge or experience to design and implement the evaluation (e.g., relevant training, data-driven culture, experience engaging community representatives) Program staff can build in time needed to conduct the evaluation and/or have access to evaluation resources 	<ul style="list-style-type: none"> Need to hire staff with sufficient knowledge, experience, time, and resources to design and implement the evaluation Independent external evaluator needed to enhance credibility of findings

In general, as you increase the budget for your evaluation, you gain a corresponding increase in knowledge about your success in attaining your program objectives. In many situations, the lowest cost evaluations may not be worth the expense, and realistically, the highest cost evaluations may be beyond the scope of most agencies' financial resources. When possible, consider dropping evaluation components rather than reducing the quality of the evidence collected. For example, lowering your study recruitment budget may reduce your survey response rates because your team does not have time to follow up with nonrespondents. This would diminish the quality of your data and the conclusions you can draw about your program's effectiveness. Instead, maintain data quality and reduce the scope of your evaluation (e.g., focus on one component rather than an entire program).

Depending on budgeting and planning processes in your organization, you may be asked to roughly estimate evaluation costs before evaluation planning starts and develop a more detailed budget later.

Practice Culturally Responsive and Equitable Evaluation When Preparing for an Evaluation

Evaluation teams often fail to include community members as co-creators or consider cultural assumptions and norms, the community's history and context, and the structural inequities. Use a culturally responsive and equitable evaluation (CREE) approach to gain a better understanding of your program's setting. While it is important to engage community members, especially those eligible to receive the program's services, they are not responsible for educating evaluators. Evaluators must do the work to understand the factors that can influence an evaluation.

Ideally, systems to collaborate with local organizations and community members will be in place before the planning process begins. Engaging community members in the logic model development can help you identify perspectives previously not explored. This approach can also help program staff understand how community members' expectations may differ from their own. If the evaluation design is already underway (i.e., the logic model and/or objectives are set), it is still worthwhile to include community members and other collaborators to the extent possible.

When learning about factors such as historical and current systemic sources of racism, communities cannot be considered as having identical experiences. Collect information from many sources offering a variety of

Sources for understanding factors that could influence a program and its evaluation

- Review written materials, such as literature or evaluation reports of similar programs in comparable communities, local news stories, or even blog posts by local influencers
- Local public officials or records
- Business and nonprofit leaders
- Neighborhood associations
- Program partner organizations
- Community members
- Current and past participants
- Other evaluators working in the community

perspectives. Potential, current, or past participants all have valuable perspectives about why they would or would not participate in the program and what they would expect from program participation.

When thinking through *what to learn*, focus on factors that could influence the program based on the emerging or final logic model design. New information can help shape overarching objectives and ways to measure specific implementation and outcome objectives. For example, if an implementation objective relates to the number of program participants, understanding barriers to participation is important.

When thinking through *how to apply* what you learned, consider how development of evaluation questions can reflect a focus on equity based on community members' experiences of underlying systems of inequity (e.g., examine how institutional practices or policies affect individuals differently based on race, gender, income). In addition to shaping the logic model and development of objectives, your understanding will likely influence the data you seek (e.g., anticipated and actual program access barriers, determination of whether the program is culturally appropriate and meeting the expectations of participants, and participant outcomes and feedback).

Following are general considerations when incorporating a CREE approach to program evaluations:

- Allow time in your evaluation development process to learn about factors that could influence the program's implementation or outcomes. Time is needed to develop rapport with community members and include many perspectives.
- Include budget needs for evaluation team time and effort, including community members and other local partners and any other necessary resources for the planning process.
- Form an inclusive evaluation team as early as possible to gather more diverse perspectives on planning aspects, such as the logic model and program objectives.
- Develop a common understanding of how decisions will be made to ensure all members of the evaluation team, including community members and study participants, can contribute in meaningful and authentic ways.

To learn more ...

- [A Guide to Assessing Needs](#) (Watkins et al., 2012)
- [Budget Preparation Guidelines](#) Procurement and Grants Office (CDC, n.d.-c)
- [Checklist for Developing and Evaluating Evaluation Budgets](#) (Horn, 2001)
- [Evaluability Assessment: Examining the Readiness of a Program for Evaluation](#) (JRSA, 2003)
- [Evaluation Questions Checklist](#) (Wingate et al., 2016)
- [Logic Model Tip Sheet](#) (FYSB, n.d.)
- [Needs Assessment Guide](#) (WHO, n.d.)
- [Refining Your Question](#) (DeCarlo, 2018)
- [Logic Model Development Guide](#) (W.K. Kellogg Foundation, 2004)
- [Tools and Methods for Evaluating the Efficiency of Development Interventions](#) (Palenberg, 2011)

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