

European Integration Fund
Output and Outcomes Report
2010 - 2012



Table of Contents

Executive Summary	i
Section 1: Background and Methodology	1
1.1 Background	1
1.2 Methodology	2
1.3 Structure of the Report	4
1.4 Project Resources	4
Section 2: Outputs	6
2.1 Output Profile among Projects	6
2.2 Outputs One by One	7
2.2.1 Information and Advice services	7
2.2.2 Building capacity and Education/training of individuals	8
2.2.3 Targeted Support for Youth	9
2.2.4 Legal and Advocacy Supports	10
2.2.5 Intercultural and Interfaith Dialogue.....	10
2.2.6 Direct Actions to Combat Racism	11
2.2.7 Building Capacity of Service Providers.....	12
2.2.8 Mainstreaming and Policy Development	13
2.2.9 Support for Other Marginalised Groups	14
2.3 Aggregate Output Figures	15
Section 3: Outcomes	17
3.1 Outcomes.....	17
3.2 Which Outcomes did Projects focus most on?	18
3.3 Which Outcomes did Projects influence most?	20
3.4 Which Outputs contributed most to Outcomes?	21
3.5 Towards Conclusion and Future Work.....	24
Annex: Outputs and Outcomes	26

List of Tables

Table 1: Outputs from Projects	6
Table 2: Drop-in Centre visitors & Outreach visits, by gender.....	8
Table 3: Numbers in accredited and non-accredited training.....	9
Table 4: Number of Young People targeted with <i>educational</i> activities	9
Table 5: Number of young people receiving <i>non-educational</i> activities'	10
Table 6: Intercultural and Inter-faith Dialogue events and actions	10
Table 7: Capacity Building statutory, business and community/voluntary sectors.....	12
Table 8: Capacity Building Actions for Service Providers	12
Table 9: Summary of Target Group numbers in Selected Outputs	15
Table 10: Intercultural and Inter-faith Dialogue events and actions	15
Table 11: Capacity Building statutory, business & community/voluntary sectors.....	16
Table 12: Capacity Building Actions for Service Providers	16
Table 13: Projects for which each Outcome was relevant.....	18

List of Figures

Figure 1: Focus of Project Effort and Resources on Outcomes.....	19
Figure 2: Perceived degree of Project Influence on Outcomes	20
Figure 3: Programme-level Influence of Outputs on Outcomes.....	23
Figure 4: Project level influence of Outputs on Outcomes.....	24

EXECUTIVE SUMMARY

Background

In November 2010, Pobal contracted NEXUS Research Co-operative to design a monitoring and evaluation framework for the European Integration Fund (EIF) and the European Refugee Fund (ERF) in Ireland, to address a number of weaknesses in the existing arrangements. Following wide consultation, it was finalised in March 2011¹. The resulting Framework incorporates three inter-related levels as follows:

- Final Programme evaluation reports which will be contracted by the Office for the Promotion of Migrant Integration (OPMI) to an independent evaluator(s);
- Programme-level evaluation which will include a focus on programme level outputs and outcomes and , separately on, a thematic evaluation; and
- Project-level monitoring and evaluation with a focus on monitoring of progress, process evaluation, project-level thematic learning and project-level outputs and outcomes evaluation.

The new Framework is being implemented by the 23 groups funded under the EIF and ERF.

This report, the second of three to be produced over the lifetime of the 2009-2012 Annual Programmes, presents results of the EIF Programme-level evaluation as it relates to outputs and outcomes aggregated on a cumulative basis from Project level for the period July 1st 2010 to June 30th 2012. . The data is gathered from Projects through an annual online evaluation survey, in which they detail their cumulative outputs and outcomes. A final output and outcomes report will be completed at the end of the current EIF round.

Outputs

Outputs are to be distinguished from outcomes largely in that the former are immediate, tend to be under the direct influence of Projects and comprise means to ends rather than ends in themselves; whereas the latter are longer term, can be influenced by many factors, and confer benefits more directly on the target group.

Considered purely quantitatively, EIF Projects have produced a very large number of outputs in their first two years. A simple aggregation of the number of Third Country Nationals (TCN) participating in the activities of the 13 Projects comes to just over 18,400². Even allowing that 3,000 or so can be attributed to a series of national and regional information events run by a single Project, and for some undoubted duplication among TCNs, the volume of specific services provided to TCNs is impressive. A gender breakdown is available on most services, and indicates that about 48% receiving them were women, suggesting a good gender balance.

In addition, over 8,200 non-TCNs, mainly Irish people, were involved in a total of 62 one-off and 21 ongoing events, and over 2,000 in capacity building and support activities.³ It is worth noting that an estimated 375 people from other (non-TCN) marginalised groups also benefited. A total of 302 volunteers also participated in Project activities, devoting the equivalent of 1,532 working days to supporting the implementation of EIF projects.

1 Monitoring and Evaluation Framework for the *European Refugee Fund* and *European Integration Fund*. Final Report March 1st 2011. NEXUS Research.

2 This is compiled from TCN participation as indicated in Table 9, Table 10, Table 11 Table 12, below.

3 From Table 10 and Table 12 below.

However, perhaps more important than the volume is the *nature* of these services, of which some are one-off and limited in impact, and others are intensive and enduring. The following include some highlights.

- **Drop-in centres**, offered by four of the 13 Projects, saw 3,126 unique visitors and over 4,202 visits during the period, addressing a diverse range of issues for a great diversity of nationalities. A total of 427 **outreach information and advice** visits were made by five Projects to TCN individuals, families and small groups.
- A total of 258 TCNs received **English language training** from four Projects, 151 of them women and spread among at least 15 nationalities. In **other areas of training and education** offered by three Projects, a total of 257 TCNs enrolled in non-accredited courses, and 66 in accredited courses – some in more than one course, resulting so far in 271 non-accredited course completions, and 58 accredited course completions, with some still in training. Women significantly outnumbered men in both areas.
- **Mentoring**, which links up TCN with Irish or other nationalities for intensive learning and engagement, was offered by a single Project to six people, four of them women.
- Six Projects **targeted services at young TCNs**, most with other young people also involved. These included both educational and non-educational activities, the former with the participation of 301 TCNs, and the latter with 808 TCNs.
- **Legal and advocacy support** was provided by three projects to 1,407 TCNs, interacting with immigration and social welfare services, facilitating free legal aid, and offering general legal advice.
- Among the most popular of activities was encouraging and supporting **intercultural and interfaith dialogue**, with nine of the thirteen Projects engaging in such actions. The numbers involved, of numerous nationalities and types, were large given that quite a few of these were public events designed to attract large audiences and participant numbers, ranging from a celebration of 50 years of Sierra Leone’s independence to intercultural festivals. Ongoing activities range from various forms of participation in local authority activities and consultation structures, to the creation of artistic intercultural spaces.
- Four Projects supported **actions to combat racism and discrimination**, completing 17 different activities. A total of 158 TCNs, 141 Irish people and 63 others, were involved.

Other Outputs focus on working with **service providers rather than TCNs themselves**. **This work involved** community/voluntary organisations (nine Projects), the statutory sector (six Projects) and the business sector (one Project), through running courses and seminars and ongoing support..

Capacity building in service coordination, in delivery and in interacting with the Target Groups included activities such as:

- Quarterly fora for public employees and Gardaí involved with immigration;
- Good Practice Seminars for NGOs on working with migrant workers;
- Diversity training and awareness-raising with hospital management and staff;
- Support for collaboration between worker and employer representatives in the catering sector to improve understanding of the needs of migrant workers and compliance with requirements.

TCNs were very often involved as resource people, making presentations or participating in others ways – a total of 2,940 took part. But the immediate target in this work was more often Irish people or others involved in service provision, and just over 2,000 became involved, making it on one of the most significant activities in terms of levels of participation.

Outcomes

Several questions stand out here for the evaluation.

First, and most obviously: What kinds of results – concrete outcomes⁴ – are emerging in terms of improving the lives and circumstances of TCNs and the quality and impact of the services available to them? The answer to this crucial question can come only from a detailed analysis of the qualitative and quantitative data of Projects. This is best done on the basis of accumulated evidence so far, combined with final Project-level evaluations, which are produced independently by each Project and will involve the gathering of internal and external evidence.

This will comprise a core component of the Final Evaluation Report, but is not addressed in this Report.

But another set of questions can be addressed at the level of the Programme as a whole:

1. On which issues and problems have Projects devoted most of their energy and effort, and what outcomes are they striving to achieve there?
2. How effective overall do Projects feel they have been in influencing the problems and issues they are addressing?
3. Which outputs do they feel are contributing most to these outcomes?

In relation to the first question, the greatest focus of Projects, on the whole, was to enable TCNs to enhance their life-skills and personal development; and just behind that was improving their day-to-day interaction and dialogue within the communities in which they live. Outcomes in terms of *community integration* were thus a strong programmatic focus.

The significance of this should not be overstated since several other outcomes relating to *improved services*, and *better educational and employment opportunities* were also the subject of major effort and resources. On the side of *service provision to TCNs*, two relevant outcome areas focused strongly on were:

- improving the skills/capacities of statutory and community/voluntary bodies and their staff in terms of their interactions with TCNs; and
- bringing about better collaboration among and between statutory and community bodies involved in delivering services.

With regard to *working with TCNs themselves*, complementary outcomes sought were:

- enhancing their capacity to identify and access the services they are entitled to; and
- improving their capacity to seek and obtain training, education and employment.

Overall, the Programmatic focus was on both types of outcome, community integration and services related, to a roughly equivalent extent.

The second question looks at which outcome areas, relating to which problems, do Projects feel they have achieved most success in terms of influence.

Perhaps not surprisingly, their answers mirror quite closely the areas they devoted most attention and resources to i.e. the greater the focus and effort devoted to an issue, the more influence Project's believe they achieved. But the question put to Projects in the survey was quite nuanced. It asked Projects to assess, taking into account *the gravity of the problem faced* in each outcome area, the *extent of their influence on it* i.e. the extent to which their Project succeeded in solving the problem as a whole.

What Projects are reporting, therefore, is that, overall, the resources they devoted to each outcome area is somewhat *commensurate with the scale of the problem they were attempting*

4 See the Annex for a list of the Outcomes considered in the evaluation Framework.

to address; and presumably also that those resources were, as a whole, used efficiently and effectively.

If this is backed up by the evidence later on, it will be a significant finding, as it suggests that the EIF Programme funding achieved a significant impact on the issues that Projects as a whole were addressing.

There were some cases in which the focus and efforts of Project did *not* achieve a commensurate level of influence. For instance, the effort devoted to enhancing the capacity of TCNs to seek and obtain training, education and employment was not entirely matched by the influence Projects feel they had on the extent of the problem – which might be explained for instance by the very difficult wider economic circumstances.

Having said this, a significant amount of additional evidence is required to fully understand these results.

The third question relates to which Project outputs were considered by them to have contributed most to the outcomes achieved. Two approaches are taken to answering this.

The first looks at which outputs Projects believe contributed to the EIF Programme outcomes as a whole, not taking into consideration how many Projects actually produced those outputs or the resources devoted to them. Using this measure, the expectation might be that those activities undertaken by the greatest number of Projects will be seen to have the greatest influence on outcomes. And this indeed is the case: There is strong correlation between the number of Projects implementing a given activity (or producing a given output) and the extent of that output's influence, according to Projects, on the Programme.

The other way of measuring takes into consideration the number of Projects implementing a given output, and thus offers a view of what Project's believe to be the individual influence of each output. Here the results look quite different, and suggest that different outputs can have a very different level of influence on outcomes.

Nevertheless, further speculation at this point on why this should be so, and what exactly it means, must await the concrete evidence available from Project-level evaluations, and will be better assessed at the conclusion of the Programme.

SECTION 1: BACKGROUND AND METHODOLOGY

1.1 Background

The European Integration Fund (EIF) is one of four funds (along with the European Refugee Fund) that form the general programme ‘*Solidarity and Management of Migration Flows*’ for the period 2007-2013. This general programme is administered by the Directorate General for Home Affairs within the European Commission.

The general objective of the EIF is to support the integration of legally resident individuals from outside the EU (referred to as ‘Third Country Nationals’), within EU member states. Integration supports are focused on activities that promote durable and sustainable participation in the social, economic and cultural life of Member States.

In Ireland, the Responsible Authority (RA) for the EIF (and ERF) is the Office for the Promotion of Migrant Integration (OPMI). Responsibility for overseeing the implementation of both Funds has been delegated to Pobal since 2007.

In November 2010, Pobal contracted NEXUS Research Co-operative to design a monitoring and evaluation framework for the EIF and ERF in Ireland. The need for a new framework arose out of a review of existing monitoring and evaluation arrangements that identified a number of weaknesses that needed to be addressed. These included:

- The inadequacy of indicators set at the EIF/ERF programme level;
- The variety of approaches to monitoring and evaluation adopted at an individual project level;
- The lack of an agreed integrated monitoring and evaluation framework specific to Ireland that provided coherence between individual project evaluation and programme-wide evaluation, and which is aligned with EU monitoring and evaluation requirements;
- The potential for a disjuncture between current monitoring arrangements and future evaluation requirements at EU level.

Following a consultation process with a range of stakeholders, including direct engagement with funded EIF/ERF groups, a Framework was finalised in March 2011⁵.

The new monitoring and evaluation Framework has three inter-related levels as follows:

- Final Programme evaluation reports which will be contracted by the Office for the Promotion of Migrant Integration (OPMI) to an independent evaluator(s);
- Programme-level evaluation which will include a focus on both thematic evaluation and programme level outputs and outcomes; and
- Project-level monitoring and evaluation with a focus on monitoring of progress, process evaluation, project-level thematic learning and project-level outputs and outcomes evaluation.

The Framework addresses the weaknesses outlined above by providing the EIF with appropriate output and outcome indicators, ensuring coherence and consistency between Project level and Programme level evaluation, and ensuring complementarity with European Commission (EC) requirements. It is being implemented by the 23 groups funded under the

5 Monitoring and Evaluation Framework for the *European Refugee Fund* and *European Integration Fund*. Final Report March 1st 2011. NEXUS Research.

EIF and ERF following the last Call for Applications in 2010, a few of which have already completed their work.

A central component of the Framework is the Programme-level evaluation which aggregates the results from individual Projects, and adds value specifically at the Programme level. The Programme-level evaluation is focused on two key elements, the Programme-level outputs and outcomes evaluation and the thematic evaluation.

The *Programme-level Output and Outcome Evaluation* will draw together results from the Project level. Groups complete an online evaluation survey by providing details of their Project's cumulative outputs and outcomes as of the 30th June each year, and at the Project end date. The online survey is completed by Project staff, with the support of their respective External Evaluators where necessary. The completion of the online evaluation survey by each Project will enable outputs and outcomes to be aggregated at the Programme level.

The present report captures the results and analysis of the second EIF output and outcomes survey which was completed by groups during July 2012. A final output and outcomes report will be completed at the end of the current round of EIF funded projects.

1.2 Methodology

Work on the Framework began after the Projects had been designed and approved. As they were allowed considerable flexibility in terms of their goals and methods, a key challenge for the Framework was to somehow render the disparate set of Project objectives, outputs and outcomes into a coherent and comparable set of Programme-level outputs and outcomes.

Key goals for the Framework were to:

- Ensure coherence between project goals, national Programme goals and EU level goals;
- Maintain a focus on *actual outcomes* at project and programme level, while establishing a *causal link* between these and the concrete actions and outputs undertaken by projects;
- Facilitate OMI reporting to the European Commission.

At the same time, it was important to minimise any additional burden on Projects in terms of their participation in Programme level activities, and indeed to take into account the limited staff time and budget that Pobal could devote to it.

The Framework proposed a solution with a number of characteristics.

1. The evaluation would comprise two components:
 - A thematic component, grouping projects together to explore and extract policy and practice learning;
 - An aggregated component where the results of each Project would be combined in the context of a jointly-agreed, common and comparable set of programme outputs and outcomes.
2. The overall Framework would be based loosely on the Theory of Change⁶ and Logic Model, which explicitly trace the linkages between objectives actions, outputs and outcomes. It also facilitates a link to be established between Project and Programme level activities, from the level of Project objectives through to EU reporting requirements.
3. The process should combine the experience and knowledge of those working in the Projects, staff and volunteers, with independent empirical research.

6 See www.theoryofchange.org and <http://www.wkcf.org/knowledge-center/resources/2010/Logic-Model-Development-Guide.aspx> for more on these.

4. For ease of reporting and analysis, it was decided to use an online tool for the aggregated component into which Projects could input their individual data. Originally it was hoped to develop a custom-built tool, that could also display and explore results, but budgetary constraints meant that a commercial online survey tool, Survey Monkey, was used.
5. The Framework covers both the EIF and the ERF Programme, but would be implemented separately in each with separate reporting. There was some scope for collaboration between Projects, however, in the Thematic component.

Following a further contract to NEXUS in May 2011, a detailed set of Guidelines⁷ were issued to enable Projects both to fully understand the principles and practice of the Programme level evaluation and to participate effectively in the process. The Guidelines cover both the Thematic component and what is now called the Outputs and Outcomes component. This report concerns the latter only.

The following are the main features of the Outputs and Outcomes Evaluation.

1. Each Project individually completes an *Outputs and Outcomes Survey* online covering each year the period from July 1st 2010 until June 30th in the year in which it is undertaken. There will also be a final report covering the period from July 1st 2010 to October 31st 2013.
2. Drawing on a list of outputs agreed in consultation with the Projects (as part of the Framework), each Project select those outputs that are relevant to itself, and reports in some detail on what they produced during the year.
3. Drawing similarly on a list of agreed outcomes, each Project reports for each relevant outcome: the focus it represented for the Project during the period in terms of effort and resources; the extent to which the Project believes it has influenced that outcome since the beginning of its work; the extent to which each output earlier identified contributed to this outcome; and the evidence available to sustain these conclusions.
4. Each also completes a section to document what they have learned, and how they might improve their effectiveness.

In addition, each Project has engaged its own evaluator, whose terms of reference include assisting with the completion of the Programme level evaluation, in particular around gathering evidence for the outcomes claimed.

Each year, the Outcome and Output Report comprises the documentation and analysis of these completed surveys. As noted above, the first Report covered the period from July 2010 to June 2011. The current report covers a two year period from July 2010 to June 2012. Being cumulative, each report looks back to the start of the Programme, recording the ripples of influence extending outwards over time. A picture thus emerges that gradually explores the Programme outputs, its outcomes, and most importantly, the links between these outputs and the outcomes supported by all the evidence produced by Projects and the evaluators.

The Final Programme Evaluation Report will present the results of the entire process.

7 Programme Level Evaluation for the European Integration Fund and European Refugee Fund: Guidelines for Projects. June 2011.

1.3 Structure of the Report

This introductory section is intended to set the scene for the results of the Outputs and Outcomes evaluation so far. **Section 1.4** below completes the introduction with an overview of the resources used by Projects in producing the outputs in terms of grant allocations, and the number of staff and volunteers active.

This is followed in **Section 2** by an analysis of outputs so far. After reviewing in Section 2.1 the number of projects active in each output area, Section 2.2 undertakes a detailed aggregate analysis of each output primarily in quantitative terms but including some qualitative analysis.

Section 3 covers Outcomes. This uses various means to present the outcomes and their relationship to outputs. It offers an overview of which outcomes Projects devoted most of their resources and efforts to; and of the relative extent which they believe they influenced those outcomes; and concludes with a set of aggregate figures concerning the different contributions that Projects believe outputs made to outcomes.

1.4 Project Resources

Following a national call for applications in 2009/2010, 13 organisations were awarded funding under the EIF. A total of €1,909,280 was awarded in grant aid to these groups, with a further €636,428 in co-funding provided from a range of public and private sources. Grant allocations under the EIF range from €75,000 to €236,000. Projects are funded on a multiannual basis, initially from the 2009 EIF Annual Programme (AP) with funding also to be provided from the 2010, 2011 and 2012 APs in some instances.

Funded groups commenced their EIF projects on three different dates in 2010: 1st July, 1st September and 1st November. Projects vary in duration from 18 months to three years, and two completed their work in June 30th 2012. Funded groups come from across the State and include a mix of national and locally based community sector and Non-Governmental Organisations (10) and Partnership Companies (3). The groups funded comprise the following:

- Balbriggan Youth Service/Foróige
- Canal Communities Intercultural Centre
- Clare Immigrant Support Centre
- CPLN Area Partnership
- Crosscare
- Cultúr
- Dublin Employment Pact
- Galway City Partnership
- Irish Council of Churches
- Kilmallock Performing Centre
- Migrant Rights Centre Ireland
- Nasc
- Near Media Co-op

Projects funded under the EIF are varied in their focus, covering a range of issues, themes and approaches in areas such as education and training, community development, direct service provision, capacity building for service providers, and intercultural and inter-religious dialogue. Many Projects adopt a mix of strategies in their efforts to promote more effective integration outcomes for TCNs.

Funded groups employ project development staff who directly support the implementation of Project actions that produce the outputs and outcomes referred to in this report.

Approximately 14.5 Full-Time Equivalent (FTE) Project development posts are supported under the EIF. In addition, many Projects are supported by volunteers. In the 12 month period to 30th June 2012, a total of 302 volunteers also participated in Project activities, working the equivalent of 1,532 days supporting the implementation of EIF projects.

SECTION 2: OUTPUTS

By the end of June 2012 two projects in receipt of EIF Programme grants had completed their work, the *Link Project* of *Balbriggan Youth Service*, and the *Clare Immigrant Support Centre*. All others were in full implementation, having completed preparatory stages. By 30th June 2013, all but two will have completed their work under the EIF Programme.

The different categories of outputs, as defined in the Evaluation Framework, are presented below. This is followed by consideration, in turn, of each of the Project's actual outputs during the period. (Annex 1 contains a complete list of outputs.)

2.1 Output Profile among Projects

A total of fifteen outputs were identified during the consultation process with Projects, under which all their externally-oriented activities are categorised. It should be noted that the period covered in this report is two years, from 1st July 2010 to 30th June 2012.

The table below shows the number of Projects engaged in producing each of these during the period.

Table 1: Outputs from Projects, July 2010 - June 2012.

Outputs (Numbered as in Annex 1*)	Number of Projects producing this Output
15. Promoting mainstreaming and developing policy	11
14. Building capacity of community/voluntary sector	9
10. Supporting intercultural/interfaith dialogue	9
3. Delivering themed information supports	7
5. Delivering non-language related education & training	7
12. Building capacity of the statutory sector	6
7. Providing targeted support to young people from Target Group	6
4. Building capacity in English language	5
2. Providing information & advice through outreach services	5
1. Providing information & advice through a 'drop-in' service	4
16. Supporting other marginalised groups	4
11. Supporting actions to directly combat racism	4
8. Providing advocacy & legal support for individuals	3
6. Providing mentoring supports	1
13. Building capacity of the business sector	1

* There is no Output 9 as it relates only to the ERF

Hardly surprising is the finding that almost every Project is concerned with promoting the mainstreaming and/or influencing policy in relation to their activities and focus (output 15), given that they are all more than half way through implementation.

Otherwise the most common activity among Projects is building the capacity of the community and voluntary sector (output 14), which includes groups and organisations formed or run by Third Country Nationals (TCNs⁸) and others; as well as a broad set of activities that promote intercultural and interfaith dialogue (output 10) – note that this was not necessarily

8 For brevity the initials TCNs is used from here on.

the only goal of these activities, but it was the main one. The next most common was the delivery of information supports that focus on specific themes, through workshops, resource material and websites (output 3), which also range across diverse areas; with an equal number of projects also engaging in the provision of non-language related training and education courses, accredited and non-accredited (output 5).

Young people were singled out for support by just under half the Projects (output 7). Six also engaged in capacity building activities directed at the statutory sector (output 12); while delivering more direct benefits to TCNs were efforts to build capacities in English language (output 4), pursued by five of the 13 Projects.

Information and advice was provided through outreach activities (output 2) by five projects; and through a drop in centre (output 1) by four. A similar number supported other marginalised groups (output 16), beyond TCNs, as an additional benefit of their projects, though TCNs remain the core target group in all cases. Four projects also supported actions to directly combat racism (output 11).

Finally a few Projects provided advocacy and legal support to TCNs (output 8); while just a single project offered mentoring, teaming TCNs up with experts willing to provide then with ongoing learning (output 6); and similarly just one worked to build the capacity of the business sector in relation to TCNs.

Overall, then, a wide spread of activities was pursued over the two year period, both in terms of their nature and in terms of the number of Projects choosing to implement each.

2.2 Outputs One by One

Here, outputs are examined under two broad headings: those that involve working *directly* with TCNs, and those that relate to service providers and the wider environment. Within each, a few that are similar in nature are sub-grouped to yield the following list:

Categories of Outputs that relate directly to Target Groups

- Providing information and advice to the target groups
- Building capacity of the target groups
- Providing advocacy and legal support
- Targeting support at young people

Categories of Outputs that relate to service providers and the wider environment

- Supporting intercultural or interfaith dialogue
- Supporting actions that directly combat racism or xenophobia
- Building the capacity of statutory, business and community/voluntary sectors to address the needs of the Target Group
- Promoting mainstreaming of project activities and policy development
- Providing support to other marginalised groups, beyond the primary target

These are considered in turn.

2.2.1 INFORMATION AND ADVICE SERVICES

As noted, information and advice is provided to TCNs in a number of contexts and forms, primarily in drop-in centres, but also as outreach services. (These correspond to outputs 1 to 3 in Annex 1)

Information and advice is provided through drop-in centres by four Projects, and through outreach services by five projects (**outputs 1 & 2**). These have seen a total of 3,126 different people, about 47% of them women, as shown in the table below.

Table 2: Unique visitors to Drop-in Centres & people visited by Outreach services, by gender, July 2010 - June 2012

	Drop-in Centre	Outreach services	Total
Male	1,358	300	1,658
Female	1,161	307	1,468
Total	2,519	607	3,126

Drop-in centres had a total of **4,202 visits**⁹ (i.e. some people visited more than once); and made a total of **3,712 referrals** to other service providers.

A total of **427 outreach visits**, to individuals, families or small groups, were recorded during the period.

Visitors brought diverse issues to drop-in centres. Queries about *social welfare*,¹⁰ *immigration status*, and *citizen applications* were the most common, followed by *training & employment*, *education*, and *work permits* and *family reunification*. *General medical issues*, *housing*, *domestic violence* and *mental health* also featured. Outreach services covered a similarly broad range of issues.

Although precise figures on the nationalities of those visiting are not available¹¹, Nigerians appear to be the largest group, followed well behind by Brazilians. At least 13 other nationalities featured among the five most frequent visitors among the four drop-in centres.

The third activity is the delivery of information supports in the form of group workshops or clinics on specific themes (**output 3**). A total of **103 were delivered** by the seven Projects pursuing this activity, to a total of **4,728 people**.

Amongst others, the *Migrant Rights Centre Ireland* delivered 60 Workshops (some at national forums and regional meetings), covering a wide range of issues of concern to TCNs in an introductory way, reaching altogether about 4,000 participants; *Clare Immigrant Support Group* ran 17 workshops attracting 300 people; and *Cultúr* ran 12 general information workshops attracting 42 participants.

Projects also created and disseminated a variety of resources materials, from information leaflets, to guides on understanding the Irish political system (by *Dublin Employment Pact*), to running afterschool programmes (*Clare Immigrant Support Centre*), to a general *Living in Ireland* website (see http://www.migrantproject.ie/living_in_ireland.htm from *Crosscare Migrants Project*) offering a guide for new residents.

2.2.2 BUILDING CAPACITY AND EDUCATION/TRAINING OF INDIVIDUALS

Several Projects engaged in building the capacity of TCNs, five through English language training, seven through other forms of training and education (one Project provided both), and one through a mentor support programme.

The total number having begun or completed the various levels of English language training (**output 4**) is **258**, 151 of them women. Most covered conversational or beginner's English (90), with some completing intermediate level (66), and advanced (65). At least 19

9 Data given in bold are usually totals taken from the survey, but not included in the table.

10 Where italics are used (aside when for emphasis) it indicates that the text refers to Survey closed-option questions, or to outputs and outcomes specified in Annex 1, and not to freehand responses to open questions.

11 Projects were asked to indicate the five most common nationalities, but not the precise number of each. Thus the average is not an average of total numbers, but those most commonly represented among the top five across Projects.

nationalities were given training, with Nigerians, Russians, Moldovans and Democratic Republic of Congo among the larger groups.¹²

Non-language training and education (**output 5**), offered by seven Projects, covered both accredited and non-accredited areas. Table 3 shows the number of individuals enrolling in courses, both accredited and non-accredited, and their gender. It also shows the number of courses completed by TCNs (some individuals completed more than one course).

Table 3: Numbers in accredited and non-accredited training, July 2010 – June 2012

	Individuals enrolled in <i>non-accredited</i> course	Individuals enrolled in accredited course	Total Enrolled	Non-accredited course completions	Accredited course completions	Total number course completions by TCNs
Male	97	23	120	271	58	329
Female	160	43	203			
Total	257*	66	323			

* One project did not provide figures on those enrolled, but did note that 32 courses had been completed. The total number enrolled is thus underestimated by up to 32 people.

Among non-accredited training courses, the most popular was *communication/facilitation/negotiation skills* (run by four projects, accounting for 79 of the 271 courses completed), followed by *personal development/confidence building* (60) and community development (42).

Accredited courses covered community development (15 completed to HETAC level 5 by the *CPLN Area Partnership* project); radio production (14 to HETAC level 4 including intercultural media literacy, run by the *NEAR Media Coop*); and intercultural community arts and facilitation (six brought to HETAC level 5 by *NASC Cork Integration Project*).

Mentoring support (**output 6**), the third form of capacity building provided, was offered by a single project, and received by six people, four of them women. The same number participated as mentors.

2.2.3 TARGETED SUPPORT FOR YOUTH

Six Projects targeted services at young people (**output 7**). These brought together young TCNs and other young people, the latter often larger in number, and involved both educational and non-educational activities.

The table below presents the educational activities, and the various groups involved:

Table 4: Number of Young People targeted with educational activities, July 2010 – June 2012

	Third Country National	Irish National & Irish ethnic origin	Irish National from other ethnic origin	Asylum seekers/refugees	Other EU national	Grand Total
Male	139	151	26	2	24	342
Female	162	204	31	7	41	445
Total	301	355	57	9	65	787

12 See previous footnote.

Activities varied greatly, encompassing for instance after-school homework support, committee and meeting skills, youth theatre and drama, equality training, and health and safety.

Non-educational youth activities (though the line was sometimes difficult to draw), were even more numerous:

Table 5: Number of young people receiving non-educational activities' July 2010–June 2012

	Third Country National	Irish National & Irish ethnic origin	Irish National from other ethnic origin	Asylum seekers/ refugees	Other EU national	Total
Male	447	256	36	18	110	867
Female	361	188	25	6	57	637
Total	808	444	61	24	167	1,504

In the educational activities women tended to outnumber men, while the reverse was true in non-educational activities. The latter activities included a number of different sports, summer camps, and musical and social activities as well as some planning actions and visits to events.

2.2.4 LEGAL AND ADVOCACY SUPPORTS

Three Projects provided advocacy and legal support (**output 8**) to a total of 1,407 TCNs, 56% of them male. The *Clare Immigrant Support Group* accounted for more than three quarters of these, with significant numbers also supported by *Crosscare Migrant Project* and *Galway City Partnership*. The activities included:

- Direct advocacy to immigration services (INIS & GNIB);
- Direct advocacy to social welfare;
- Referral to legal aid services;
- General legal advice on domestic, immigration and citizenship issues.

2.2.5 INTERCULTURAL AND INTERFAITH DIALOGUE

Activities to encourage and support dialogue between cultures and between faith communities (**output 10**), as the title suggests, embraced many communities, including the participation of TCNs alongside others. Nine projects engaged in these types of activities.

Project activity mainly comprised one-off events (eight Projects) and ongoing actions (seven Projects), with Projects usually supporting more than one activity of each type.

Table 6 gives an indication of the total numbers involved, among TCNs, Irish and others.

Table 6: Intercultural and Inter-faith Dialogue events and actions, July 2010 – June 2012

	One-off Events	Ongoing Actions	Total
Number of events/actions	62	21	83
Number of Third Country Nationals	4,907	1,454	6,361
Number of Irish participants	2,648	2,386	5,031
Number of other participants	2,299	935	3,234
Total Participants	9,854	4,775	14,626

The nature of the ongoing and one-off activities varied greatly, reflected in the participation levels at any given event. Numbers ranged from over two thousand, to a couple of dozen or less. One Project, the *Galway City Partnership*, accounted for over one third of the total.

Among one-off events were:

- A National Seminar on Freedom of Religion and Faith (Migrant Rights Centre Ireland);
- A celebration of the 50th Independence Anniversary of Sierra Leone; an Intercultural Festival; and a BBQ Competition (Galway City Partnership);
- An interfaith event in Cork, inviting Parish Councils, UCC and CUH Chaplaincies, Parish Council members and community leaders; Public workshops on ‘Home is where the art is’ (Nasc Cork Integration Project);
- Additional intercultural support, with a particular focus on diversity and racism, for a Youth Exchange with young people from Northern Ireland (Canal Communities Intercultural Centre).
- A public launch of the Intercultural Faith Forum, and Interfaith Workshop – ‘Come to the Celebration’ - showcasing religious diversity in Dublin City (Irish Council of Churches);
- Intercultural Family Days’ Summer Social, Festivals in Clare and Limerick; and a Moroccan cultural exchange event (Clare Immigrant Support Group);
- Drama Youth Summer Camp; and the ‘X-Factory’ once off multi media performance (Friar’s Gate Theatre).

Ongoing intercultural activities included:

- Establishing a Local Authority Integration Forum in Dun Laoghaire/Rathdown comprising TCNs, to work with the Social Inclusion Officer and various Committees and meetings (Dublin Employment Pact);
- Running an intercultural training course in Community Media and Intercultural Media Literacy, leading to the production of a series of radio programmes by the course participants. (NEAR Media Co-op);
- Linking migrant groups with local organisations to participate in the Lucan festival on an ongoing basis (CPLN Area Partnership);
- The creation and implementation of a training programme in intercultural creative facilitation for 19 women in the Cork area, including a mix of Irish and Third Country Nationals (Nasc Cork Integration project);
- An Intercultural Festival and Barbecue Competition, and an Intercultural Soccer League – FUTSAL (Galway City Partnership).

2.2.6 DIRECT ACTIONS TO COMBAT RACISM

Four Projects have supported direct actions to combat racism and discrimination (**output 11**), undertaking 17 different activities or sets of activities. A total of 158 TCNs, 141 Irish people and 63 others were involved.

Actions organised by the *CPLN Partnership* included: A Workshop and Focus Group on how to record racist incidents; a workshop on diversity and anti-racism with South Dublin County Childcare committee; a collation of racist attacks to build a database; and a network discussion group on making community centres migrant friendly.

The *Migrant Rights Centre Ireland* organised: Two workshops on racism for migrant activists and trade union leaders; three Migrant Forums on racism reporting outreach activities; and power and equality residential training with a focus on racism.

Actions delivered by *Canal Communities Intercultural Centre* comprised: Developing and piloting templates for reporting racist incidents; working with Gardaí on reporting and recording racist incidents, with two Gardaí nominated to be involved; and undertaking empirical research on racist incidents, the results of which were presented to a local community policing forum which formed a sub-group to take action.

The *Irish Council of Churches*' activities in this area include: A high-level meeting with the Garda Racial Intercultural and Diversity Office to agree measures to combat racism; and an Interfaith Workshop looking at dialogue as a tool to challenge racism.

2.2.7 BUILDING CAPACITY OF SERVICE PROVIDERS

Three types of service providers, in a broad sense, were targeted in order to improve their understanding of TCNs and the manner in which they interact with them and deliver services: statutory sector organisations (**output 12**) were targeted by six Projects, the business sector (**output 13**) by just one; and community/voluntary sector organisations (**output 14**) by nine Projects (making it among the most common activity amongst Projects).

Table 7 indicates the types of activities taken in relation to each, and Table 8 the number of participants.

Table 7: Capacity Building events for statutory, business and community/voluntary sectors, July 2010 – June 2012

	Courses	Seminars	Workshops	Ongoing support	Other	Total
Statutory sector	2	4	7	16	19	48
Business sector	0	0	1	0	0	1
Community voluntary sector	11	10	35	6	71	133
Total	13	14	43	22	90	182

Table 8: Participants in Capacity Building Actions for Service Providers, July 2010 – June 2012

	Irish People	Other	Target Group	Total
Statutory sector	943	540	160	1,643
Business Sector	22	0	0	22
Community voluntary sector	357	145	773	1,275
Total	1,322	685	933	2,940

TCNs took part in most of the events, sometimes as resource contributors, sometimes as participants, or both, depending on the nature of the event.

Examples of activities to build the capacity of the **statutory sector service providers** included:

- An information workshop to HSE social workers on understanding the backgrounds of different migrants with regard to child protection and welfare (CPLN);

- Two workshops focusing on the benefits of integration, for senior management and elected representatives, in Fingal and Dun Laoghaire County Councils (Dublin Employment PACT);
- NGO quarterly forums with Irish Naturalisation & Immigration Service and the Garda National Immigration Bureau, with inputs from NGOs, which accounted for 14 of the category in Table 7 (Crosscare Migrant Project);
- A Project's Diversity and Integration Officer played a key role on the Galway University Hospitals Diversity Committee in implementing an ongoing diversity training and awareness programme with management and staff of the two Galway City hospitals; it has also helped with the development of an Intercultural Housing programme for Galway City Council Housing Department (Galway City Partnership).

A single action was pursued in relation to building the capacity of **the business sector**. (Galway City Partnership also had an action with chamber of commerce) Supported by the *Migrant Rights Centre* the Restaurant Workers Action Group (RWAG) established a workers forum with SIPTU, called the Restaurant and Catering Workers Forum. The forum identified the role that the Restaurants Association of Ireland (RAI), a body representing restaurant owners, has to play in improving compliance in the sector. Ongoing efforts are underway to highlight to this body the experiences and concerns of migrant workers in the restaurant industry.

The **community/voluntary sector** saw a huge amount of activity in this area, examples of which include:

- 'World café' style discussion and presentations on political engagement in Ireland; and pro-active and reactive supports and interventions with service providers (Clare Immigrant Support Group);
- Ongoing support was provided to TCNs participating in regular meetings of all four Local Authority Integration Fora, and communities are participating in various Intercultural events – these accounted for 31 of the "other" category in Table 7 above. (Dublin Employment Pact)
- A National and a Regional Practice Seminar on 'Community Work with Migrant Workers'; and support for the Domestic Workers Action Group (DWAG) through capacity building and advocacy (Migrant Rights Centre Ireland);
- Intercultural communication and facilitation, attended by three youth workers; 'Realising Human Rights' training attended by seven workers; Intercultural youth work training attended by one worker; and Equality and Diversity Training delivered to 27 volunteers (Canal Communities Intercultural Centre);
- Organising 13 volunteers to support the management of the Lucan festival, accounting for 13 of the "other" category in Table 7 above (CPLN).

2.2.8 MAINSTREAMING AND POLICY DEVELOPMENT

All but two of the thirteen Projects are undertaking some form of mainstreaming and policy development activities (**output 15**). Meetings with policy makers and institutional actors are among the most common activity (seven of the thirteen engaged in this), but several Projects also made submissions to policy fora, created working groups, and produced policy and research papers.

Among the huge and diverse range of activities are the following:

- *Cultúr* held a series of meetings to enable various statutory bodies to take up its project activities.
- *CPLN Area Partnership* believes that the most effective means to disseminate and mainstream Project learning to statutory bodies is to work actively with them, for instance through training and using the services of liaison volunteers, since organisations some statutory agencies are less likely to act on the basis of published evaluations especially if they contain comments that are critical of it.
- *Crosscare Migrant Project* has created a Policy Working Group comprising ten TCNs, and is working on bringing appropriate TCN perspectives to bear on relevant areas of policy including through the Department of Justice. The Project has submitted a proposal to the Joint Administration Committee of the Houses of the Oireachtas that the innovative *Opening Power to Diversity* scheme (which sees TCNs shadowing a member of the Oireachtas) would become a standing scheme of the Oireachtas.
- *Dublin Employment Pact* has established new Local Authority Integration Forums to take the work forward, for instance through their involvement with Strategic Policy Committees.
- *Canal Communities Intercultural Centre* has formed an Inter-agency Equality Policy group to oversee the development of a shared equality statement and equality policy template, with the aim of securing a consistent approach to equality and diversity across local youth services.
- *Near Media Coop* has involved the TCN participants across all station activities; and shared project learning with a group of teachers and trainers who took part in an EU Grundtvig learning partnership project. There are now discussions to spread this more widely.
- The *Migrant Rights Centre of Ireland* is in active discussion with SIPTU and MANDATE trades unions with a view to achieving the replication of their leadership training model among migrant leaders; and is liaising with the Department of Foreign Affairs regarding new guidelines for the employment of domestic workers in diplomatic house

2.2.9 SUPPORT FOR OTHER MARGINALISED GROUPS

Although all EIF groups specifically focus their resources on Third Country Nationals, four Projects at the same time provided services to other marginalised groups (**output 16**) with minimal or no additional cost, and with some advantages.

The number benefiting was an estimated 375, comprising EU Nationals (159), asylum seekers and refugees (92), Travellers (42) and others (82) including people from the Roma community.

In general the services provided covered a similar range to those offered to TCNs (though of course on a much smaller scale). Drop-in centres, for instance, accept clients even if they do not fall within the target group; and the same is sometimes applied to cases of more intensive services such as translation supports that were given to Roma by one Project. Many of the non-target group participants in youth and intercultural activities also come from disadvantaged groups. Outputs such as the Websites 'Living in Ireland' website offer useful information can be used by anyone who needs the service.

2.3 Aggregate Output Figures

Table 9 gives an idea of the overall numbers involved in outputs delivered directly to the Third Country Nationals, mostly in one-to-one or individually tailored sessions.

The grand total below – over 11,000 receiving these services – should be treated with a degree of caution since some duplication is probably involved i.e. some individuals will have been in receipt of more than one service.

Table 9: Summary of Target Group numbers in Selected Outputs, July 2010 – June 2012

Activity	Male	Female	Total	Total
Drop in Centre	Unique Visitors			Visits
	1,358	1,161	2,519	4,202
Outreach Service info.	Unique people met by outreach services			Visits
	300	307	607	427
Themed Information supports	TCN attending			Workshops/clinic
	No data	No data	4,728	103
English Language training	People enrolling in courses			
	107	151	258	
Non English-Language training completed				Total Courses completed
Non-accredited courses	97	160	257	271
Accredited courses	23	43	66	58
Mentoring Supports	Number receiving mentoring support			Total mentors
	2	4	6	6
Targeted youth support 1	Youth receiving <i>educational</i> supports			
	139	162	301	
Targeted youth support 2	Youth receiving <i>non-educational</i> supports			
	447	361	808	
Advocacy/legal supports	Numbers receiving these supports			
	794	613	1,407	
Anti Racism actions				Total Actions
	No data	No data	158	17
GRAND TOTAL	3,267	2,962	11,115*	

*Total is greater than the total males and female as two activities did not differentiate by gender.

Table 10 shows additional TCN participation, over and above those recorded above, in group intercultural activities, numbering well over 6,000. More than double this number of others participated.

Table 10: Intercultural and Inter-faith Dialogue events and actions, July 2010 – June 2012

	One-off Events	Ongoing Actions	Total
Number of events/actions	62	21	83
Number of Third Country Nationals	4,907	1,454	6,361
Number of Irish participants	2,648	2,386	5,031

Number of other participants	2,299	935	3,234
Total Participants	9,854	4,775	14,626

Finally, there were also actions to build the capacity of service providers both in the statutory section and among community and voluntary organisations, involving a mixture of TCNs, Irish people and others.

Table 11 shows the number of activities, and Table 12 the number of participants.

Table 11: Capacity Building events for statutory, business and community/voluntary sectors, July 2010 – June 2012

	Courses	Seminars	Workshops	Ongoing support	Other	Total
Statutory sector	2	4	7	16	19	48
Business sector	0	0	1	0	0	1
Community voluntary sector	11	10	35	6	71	133
Total	13	14	43	22	90	182

Table 12: Number of Participants in Capacity Building Actions for Service Providers, July 2010 – June 2012

	Irish People	Other	Target Group	Total
Statutory sector	943	540	160	1,643
Business Sector	22	0	0	22
Community voluntary sector	357	145	773	1,275
Total	1,322	685	933	2,940

SECTION 3: OUTCOMES

Section 2 above enumerates and describes the outputs of the EIF Programme in the two years to June 30th 2012. The key question, however, is what benefits accrue for Third Country Nationals, immediately and in the medium term i.e. what are the *practical outcomes* of all these Project activities and outputs.

While noting this, a substantive evaluation of outcomes will not be undertaken here. Many Projects have gone to considerable lengths to provide evidence of their outcomes, as well as lessons learned, in the surveys returned and as accompanying documentation. These range from ongoing or completed external evaluations, to results of reflections undertaken internally within Projects. They comprise extremely valuable sources of evidence of Project achievements and learning. The results of the in-depth analysis they merit will be included only in final Programme evaluation for a couple of reasons.

First, it will be best to analyse them in the light of the entire body of evidence produced over the duration of the Programme as a whole, including the Final Evaluation Reports of Projects. Second, much if not most of this material is qualitative and will demand intensive work. Duplication is best avoided by undertaking this analysis at the Programme's completion. Thus the actual outcomes for TCNs of the EIF Programme will comprise a key part of the Final Evaluation Report.

3.1 Outcomes

Different Projects aim for different outcomes, some that benefit TCNs directly; others that focus on their service providers and on the wider environment. Projects also prioritise their various outcomes, devoting a different level of resources to each which may change at different stages of a Project's lifecycle.

Twelve possible outcomes were agreed among Projects, determined during the consultation process for the Evaluation Framework, and are presented below. (Consideration will also be given to *unanticipated* outcomes in the Final Evaluation Report.) Many of these bring direct benefits to TCNs, such as those arising from improved capacities and skills to engage in social, employment and educational activities; while the impact of others is most immediately on organisations that provide services to, or interact with, TCNs and on the wider community, with anticipated knock-on beneficial outcomes for TCNs. A few are also a combination of both: the benefits arise through Projects' directly engaging with interactive processes between TCNs and others in the wider environment. The twelve outcomes are as follows:

Outcomes for Target Groups

1. Enhanced life-skills and personal development of Target Groups.
2. Enhanced day-to-day interaction with the local community by the Target Group, and enhanced inter-cultural dialogue, understanding and respect.
3. Higher level of participation in social and recreational groups and associated activities by the Target Group
4. Enhanced capacity of target group to engage in collective action and to become actively engaged in civil society organisations
5. Enhanced capacity of Target Groups to identify, seek and obtain training, education and employment opportunities.
6. Enhanced access to statutory, social and community services for Target Groups, including enhanced capacity and empowerment of Target Groups to access such services
7. Improved redress for Target Groups in relation to racism, xenophobia and other forms of discrimination.

8. Improved skills and capacities of statutory bodies and community and voluntary organisations in their interaction with Target Groups.
9. Improved collaboration between statutory bodies and community/voluntary organisations engaged in inter-cultural and integration activities, leading to better and more efficient service provision.
10. Greater embedding of inter-culturalism among social and other groups and the public more generally.
11. Mainstreaming or replication of programme good practice, within Project and partners or outside.
12. Changes in policy or practices among organisations or companies with which Target Groups relate, based on learning from the Project and from which the Target Group can gain benefits.

Projects relate to the outcomes in different ways, and the survey explored several of these.

3.2 Which Outcomes did Projects focus most on?

Each Project was asked to choose whether an outcome was, in terms of effort and resources, the “greatest focus of its efforts”, in five gradations down to “this was not at all a focus”.¹³

Table 13: Number of Projects for which each Outcome was relevant, July 2010–June 2012

Outcomes	A Project focus
11. Mainstreaming /replication of programme good practice	10
1. Enhanced life-skills & personal development	10
8. Better interaction skills of statutory & community bodies	10
2. Better day-to-day interaction/dialogue with community	9
4. Enhanced capacity to engage in collective action	9
5. Enhanced ability to seek/obtain training, education & employment	9
6. Enhanced access/capacity to access services	9
9. Better collaboration among statutory/community bodies	9
10. Inter-culturalism enhanced among groups and public	8
3. More participation in social, recreational etc. activities	6
7. Improved redress regarding racism & discrimination	6
12. Improvements in policy, or institutional practices, from Projects’ learning & lessons	5

This enabled an analysis of several factors. The first is whether a **Project seeks to bring about an outcome at all** and hence whether it regards it as relevant to evaluating success.

Table 13 shows, for each possible outcome, the number of projects that considered it relevant (i.e. selected any option *other than* “this was not at all a focus of our efforts”).

It shows that focusing on bringing learning from Projects to bear on wider policy change and on institutional practices, in order to improve services to TCNs (outcome 12), is a focus of just five of the 13 projects.

Ten projects, on the other hand, focus at least to some degree on mainstreaming and replication of good practice (outcome 11) i.e. ensuring that the activities undertaken by Projects continue into the future, inside or outside the Project organisations; as well as on enhancing life-skills and personal development

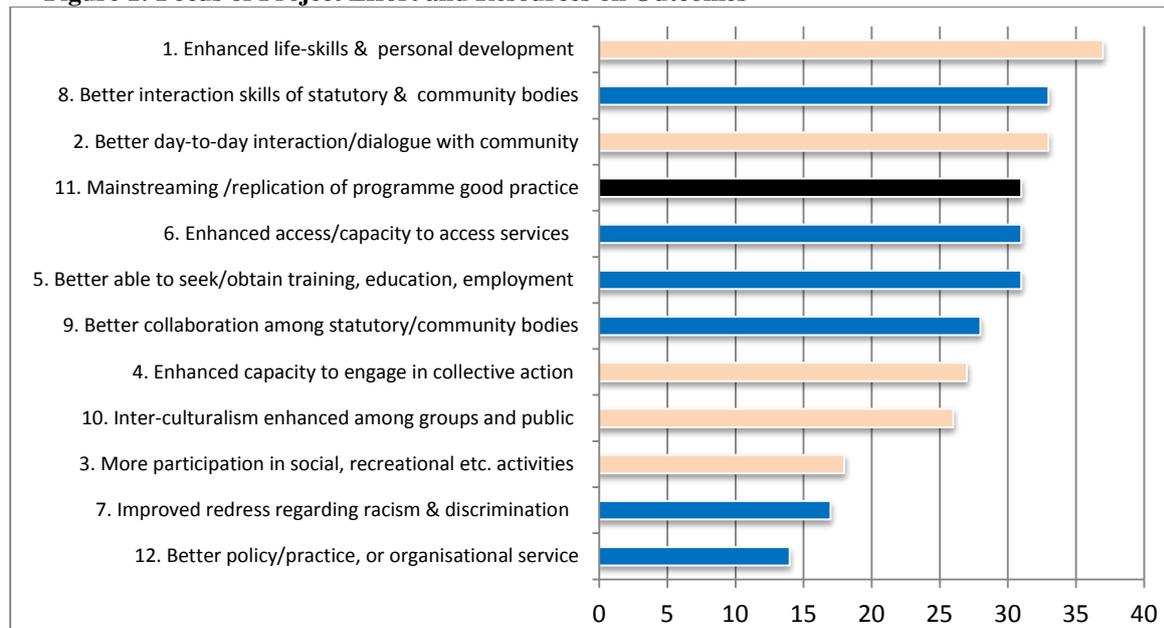
13 The full list of options and their weighting was: *This Outcome was the greatest focus of our efforts (5); This Outcome was a significant focus of our efforts (4); This Outcome was one focus but others were more important (3); This was a very minor focus of our efforts (2); This was not at all a focus of our project (0).* The theoretical maximum score, where every project scored an outcome at 5, is 65.

of TCNs (outcome 1), and on improving interaction skills of statutory and community bodies (outcome 8).

A more refined way to measure the importance of each outcome to Projects is to assign a different weight to each of the responses. Thus if a Project responded, for example: “this outcome was the greatest focus of our Project”, it is given more weight than if it responded “this outcome was one focus, but others were more important”. (See previous footnote for weighting.)

The results of this are shown in Figure 1 below.

Figure 1: Focus of Project Effort and Resources on Outcomes



The bar colours differentiate between types of outcomes.

- The lightest colour (outcomes 1 - 4 and 10) is applied to outcomes that can lead primarily to enhanced interaction between TCNs and the communities in which they live, actively engaging with others in that community. These are termed *Community Integration Outcomes*.
- The other colour (outcomes 5 - 9 and 12) is applied to outcomes that can improve access to services, training and education, employment, and redress in cases of discrimination, as well as to wider policy and institutional changes that may have the same effect. These all involve interactions between TCNs and service providers or other third parties, and most also require the latter’s active participation including with the EIF Programme. The term *Service Delivery Outcomes* is used for these.
- Because mainstreaming and replication of programme good practice (outcome 11) is intended to magnify or reinforce all other outcomes into the future, it is treated separately here and coloured black.

Figure 1 suggests that the programmatic focus on the two main sets of outcomes is, overall, quite evenly divided, and a rough equivalence is maintained between the two outcome types. Among the community integration outcomes, significantly more effort is devoted to enhancing life skills and personal development of TCNs (outcome 1) and to enhancing their day to day interactions (outcome 2), than to the other areas.

Among the service delivery outcomes, the most notable feature is the relatively limited focus and resources that Projects devoted to improving policy and practices at institutional or political levels (outcome 12); and to outcomes relating to redress for incidences of racism and other forms of discrimination (outcome 7).

3.3 Which Outcomes did Projects influence most?

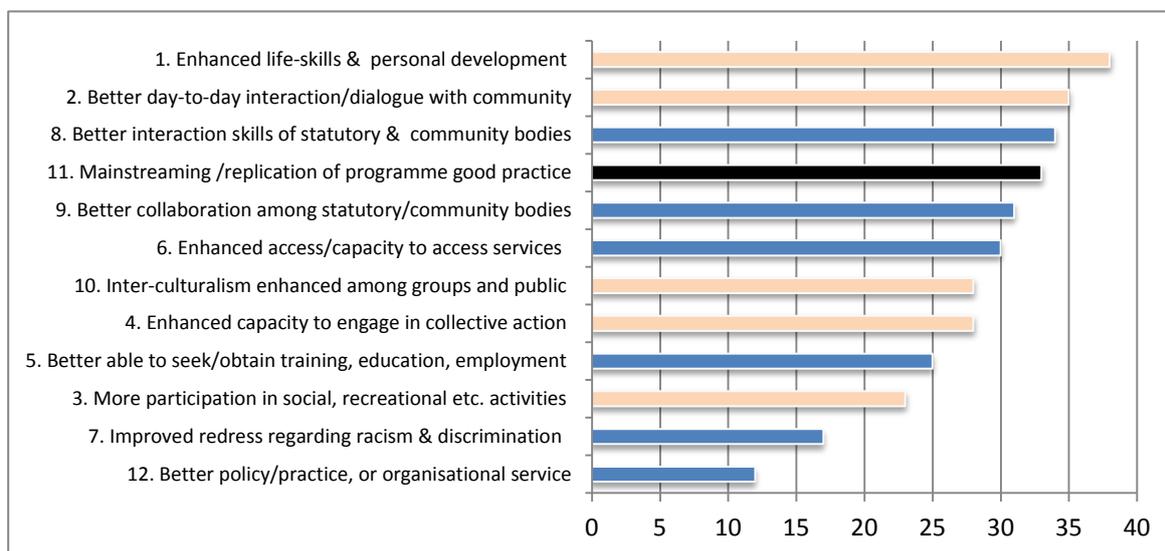
While how Projects focused their efforts and resources is important, the extent to which they believe that their interventions influenced these outcomes – made a difference – is a step closer to assessing outcomes themselves.

Projects were thus asked to assess, taking into account *the gravity of the problem faced* in each outcome area, the *extent of their Project’s influence on it* i.e. the extent to which their Project succeeded in solving the problem they had identified.¹⁴

Note that how much influence a Project exerts on an outcome area will depend not just on the volume of resources it devotes to it, even taking into account how effectively it uses those resources. It will also depend on the *scale of the problem* as compared to the *scale of the resources* available to address it. Thus a large, intractable problem may be influenced to only a slight degree, even though a Project devotes its full resources towards tackling it.

So the point here is whether Projects believe not just that their work is efficient and addresses the issue in question, but also whether their efforts are adequate to tackle the scale of the challenges facing TCNs in this context. If a Project claims it had a major influence on a given area of outcome, this suggests that the effort it devoted to it was both effective *and commensurate* with the scale of the challenge in the outcome area being addressed.

Figure 2: Perceived degree of Project Influence on Outcomes



Thus Projects believe that they had least influence on improving policy and organisational practice in relation to TCNs (outcome 12) and redress in relation to racism and other forms of discrimination (outcome 7); and most influence in relation to enhanced life skills and personal

14 In the survey, Projects were asked to rate their influence on a scale of 1 to 5, taking into consideration the overall level of Target Group needs in this Outcome area, where 5 indicates “a major influence”; 4 “some influence but not major”; 3 “a small but discernible influence”; 2 “a very small influence, not directly discernible” and 1 “no influence”. The potential maximum score here is 65, where all Projects believe they exerted a major influence.

development (outcome 1). What is clear is that Projects conclude overall that the extent to which they influence the various outcomes is largely in line with the effort and resources they devoted to each i.e. Figure 2 bears a strong resemblance to Figure 1.

There are some differences. For instance, the effort devoted to enhancing the capacity of TCNs to seek and obtain training, education and employment was not entirely matched by the influence they feel they exerted in this area (outcome 5) – which might be explained for instance by the very difficult wider economic circumstances.

However, the extent, significance and causes of this and other variations will become clearer only through a detailed examination of each outcome area (not undertaken in this report).

Nevertheless the major conclusion from this is that, in the opinion of Projects overall, the resources they have devoted to each outcome area is commensurate with the scale of the problem they were attempting to address; and presumably also that those resources were, as a whole, used efficiently and effectively. Furthermore, a rough equivalence in terms of influence between *community integration outcomes* and *service delivery outcomes* seems to have been maintained.

3.4 Which Outputs contributed most to Outcomes?

An overview of which outputs contributed most to outcomes as a whole, in the view of Projects, is offered below.¹⁵

There are two ways to consider this.

One approach considers how Projects in aggregate rated each output in terms of its contribution to achieving overall outcomes. The scores given by *all* Projects to a *given output* to rate its influence on *all outcomes* relevant to them are aggregated. This approach includes even those Projects that did not produce a given output at all, which would thus in effect rate its influence at zero. (Thus outputs that were produced by only a few Projects are likely to record a low overall level of influence on outcomes since only a few scores are aggregated.) This approach can be called the *Programme level influence of outputs*, since it measures the net influence of an output across the Programme, *without adjusting* for whether the output was produced by a large or small number of Projects.

A second approach is to consider how those Projects that *actually produced a given output* rate its level of influence. Thus if only a few Projects produced a given output, but they rate its influence highly across many outcomes, it would achieve an overall high score. It thus measures the level of influence taking into account the extent to which Projects actually focused on it and devoted resources to it: it puts all outputs on a ‘level playing field’, since it eliminates the issue of how many Projects actually produce them. This approach can be called the *Project level influence of outputs* as it measures the net influence of an output across the Programme, *after adjusting* for the number of Projects that implemented it.

An example might serve to illuminate the meaning of each, and illustrate the difference between them.

The following traces the analysis as it is applied to one output, building capacity in the English language (output 4), under the two different approaches in turn, focusing initially on

15 Each Project was asked to indicate, on a scale of 1 to 5, which outputs contributed to each Outcome. The following tables are different ways of aggregating the scores.

its contribution to enhancing day to day interaction between TCNs and the local community (outcome 2), and then across all outcomes.

Each Project was asked to indicate which, if any, of its outputs helped to achieve this outcome, and by how much on a scale running from ‘no contribution’ to ‘very significant contribution’. The raw results showed that, among the thirteen Projects in the EIF Programme, two felt that output 4 – English language capacity building - had made a *very significant* contribution to this outcome; one felt it had made a *significant contribution*; and one felt that it had made a *definite discernible contribution*. When these results were given scores and weighted¹⁶, the total score for this output came to 17, which is an average score of 1.3 across all thirteen Projects.

Under the first approach, this score puts English language capacity building second only to actions to support intercultural/interfaith dialogue (output 10, which scored 24) in terms of its contribution to enhancing day to day interaction.¹⁷

The next step is to consider this output *across all outcomes* i.e. to assess the contribution that output 4, building capacity in English language, made to all twelve outcomes sought. Thus the same process described above is undertaken in relation to each outcome. The scores for output 4 across all outcomes are then aggregated, to achieve the overall contribution of this output across all outcomes and all Projects i.e. the *Programme level of influence* of this output. The score comes to 94, putting it in tenth place of the 16 outputs, as shown in Figure 3, in terms of its overall contribution across all Projects to all outcomes.

The second approach, the Project level of influence, excludes from the figures those Projects *that did not undertake any capacity building in the English language* (and hence provided no score to this output).

The figures show that eight of the thirteen Projects did not produce output 4 i.e. did not engage in building capacity in the English language. The weighted overall score of 17 is of course the same in relation to this outcome. But *leaving out of consideration* the eight Projects that *did not* undertake this activity *doubles the average* to 3.4. This figure is now the highest average among all outputs in terms of its contribution to this outcome, lifting it from second place to first. It should be noted that outputs that have been implemented by *relatively fewer Projects* will have a *higher average score* using this approach, as compared to the first, since the total score is divided by fewer Projects to yield the average.

As in the other approach, these scores are then replicated across all outcomes and the results aggregated. When this is done (i.e. adding the average score of output 4 across all outcomes), the grand total for output 4 comes to 18.8. The fact that output 4 is still tenth out of 16 using both approaches is, in fact, a coincidence. Many of the other outputs have significantly changed their position in Figure 4 as compared to Figure 3.

It is important to remember what this means in plain terms. Building English language capacity is considered to be the *second most effective* measure overall by all Projects in enhancing day to day interaction with the local community; and the *most effective of all* by those who actually implemented it. But overall in the EIF Programme, and looking at all outcomes, the picture is very different. Whether viewed across all Projects or only those implementing it, English language capacity building comes tenth out of sixteen outputs, in terms of its level of contribution to outcomes.

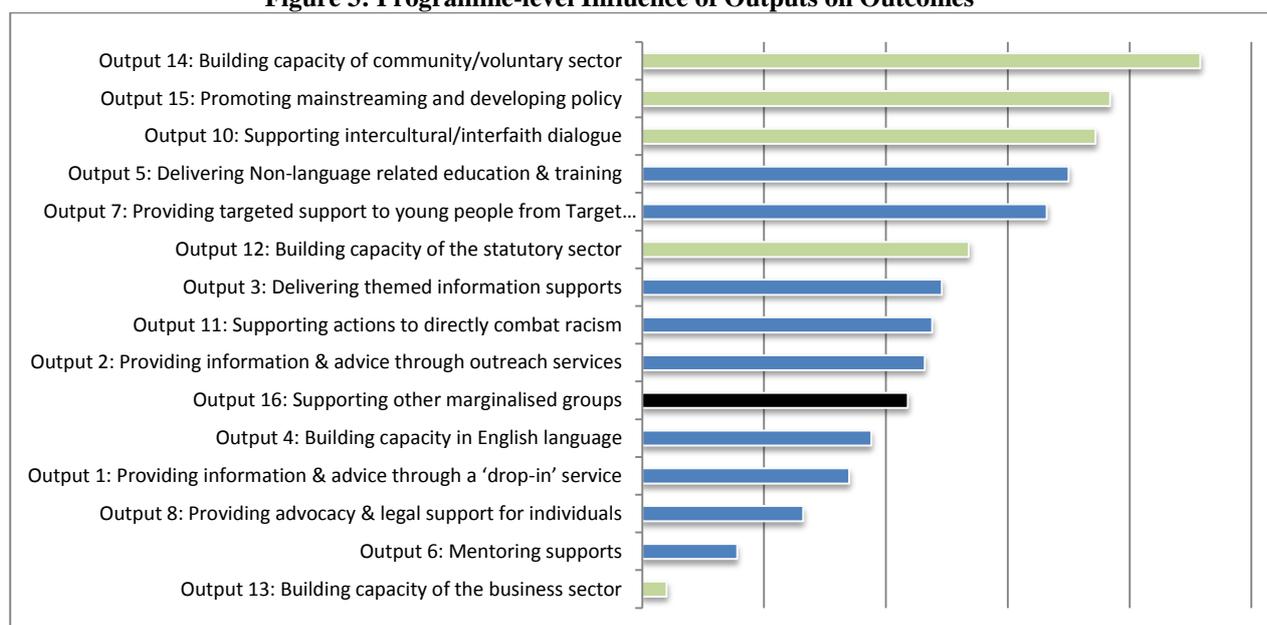
16 The weighted scores were: “very significant contribution” = 5; “significant contributions” = 4; “definite discernible contribution” = 3; “slight contribution” = 2; “no contribution” = 1.

17 Results are not given to this level of detail in this Report i.e. the contribution of *each* output to *each* outcomes is not shown. However, this question will be considered in more depth in the final Evaluation Report.

The two approaches are presented below, aggregated to Programme level. No scale is applied since the results are meaningful only in a comparative sense.

Figure 3 shows the result taking the first approach, the Programme level of influence i.e. the extent to which each output influenced the outcomes of the Programme as a whole. The bars are coloured in accordance with the distinction in Section 2.2 above, between outputs that were delivered *directly to TCNs* (the darker bars); and outputs intended to achieve outcomes *indirectly* through service organisations, through the wider public, and through policy and organisational change (the lighter bars). Output 16 is something of an exception since it records accidental benefits to other marginalised groups, beyond TCNs.

Figure 3: Programme-level Influence of Outputs on Outcomes

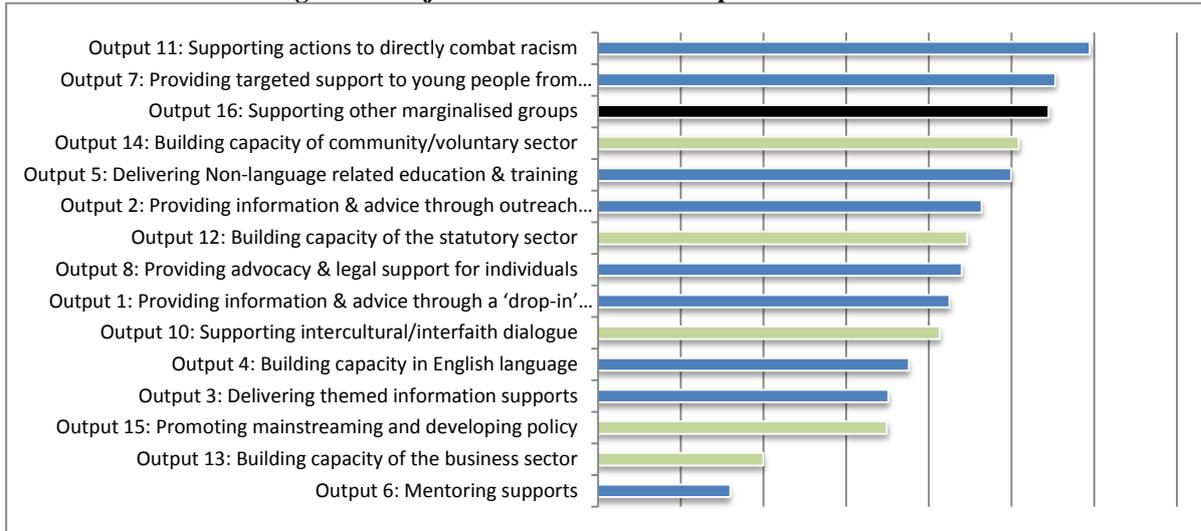


Overall, Figure 3 suggests that outputs indirectly intended to benefit TCNs, through service organisations, the public etc., had a somewhat greater influence on Programme outcomes overall. In terms of the influence of individual outputs on the Programme as a whole, Projects conclude that building the capacity of the community/voluntary sector (output 14) contributed most to outcomes. Promoting mainstreaming and working on institutional policy (output 15) and supporting intercultural/interfaith dialogue (output 10) have also been judged to be highly influential in terms of Programme outcomes

However, the means by which these outputs achieved their influence, and the precise outcomes that resulted from these, will require a much more detailed analysis than is undertaken here, and will be a key topic for the Final Evaluation Report. It is notable, however, that the three most influential outputs were also those pursued by the largest number of Projects, as shown in Table 1 above.

Applying the second approach, i.e. the Project level influence that adjusts for the number of Projects actually implementing any given output, yields a very different picture.

Figure 4: Project level influence of Outputs on Outcomes



First, it would appear that the *direct* supports overall had more influence on outcomes, a reversal of the results in the Programme-level influence approach.

Looking in more detail, building capacity of the business sector (output 13) and providing mentoring supports (output 6) are still at the bottom in terms of influence, comes out on top, in great contrast to the earlier result. But it is noticeable that supporting actions to directly combat racism (output 11) is assessed as having very significant influence on outcomes using this approach to measuring influence as compared to the other approach above. Advocacy and legal support (output 8) also moves considerably higher.

This result must be carefully and heavily qualified. The fact that output 11 comes out, in aggregate, on top using this approach may suggest that it is the most effective measure overall. Any given activity or output can contribute only to some outcomes and not to others. For instance supporting actions to directly combat racism is only, at most, tangentially relevant to the desired outcome of improving collaboration between statutory bodies and the community voluntary sector (outcome 9). Thus the effectiveness of a given output depends very much on the outcomes to which it is applied. In this context, the results *at the level of each outcome*, to be considered in the Final Evaluation report, are likely to prove more interesting. And at this stage it would be unwise to speculate, beyond what is indicated above, on this aggregate level of analysis.

3.5 Towards Conclusion and Future Work

A number of high level conclusions can be summarised at this point.

The focus of Projects in terms of their efforts and resources is, overall, quite evenly divided between achieving community *reception and integration outcomes* and achieving outcomes relating to *access to services and service delivery* for TCNs. Among the former outcomes, significantly more effort is devoted to enhancing life skills and personal development and to enhancing their day to day interactions than to the other areas. Among service delivery outcomes, the most notable feature is the relatively limited focus on outcomes relating to policy and practices at institutional or political levels and to improving redress for incidences of racism and other forms of discrimination.

A second interesting result is that Projects believe that the resources they have devoted to each outcome area are *commensurate with the scale of the problem* they are attempting to address; and also that those resources are, as a whole, used efficiently and effectively.

Furthermore, the rough equivalence in terms of influence between community reception and integration outcomes and service delivery outcomes seems to have been maintained.

Consideration of which outputs have been influential in achieving outcomes – i.e. which forms of intervention are most effective - is more difficult at the overall Programme level and the analysis here concentrates on developing the approach that will be implemented in more detail in the Final Evaluation Report. At this stage it would be unwise to speculate, beyond what is indicated above, on this aggregate level of analysis.

More nuanced and useful conclusions can be drawn regarding Programme outcomes only with considerable additional analysis of existing data, as already provided by Projects, and of further data to be gathered.

First a qualitative assessment of the level and nature of each Programme outcome must be undertaken, exploring what was actually achieved in relation to directly and indirectly improving the circumstances of TCNs.

Next is the question of which outputs contributed most to each of these outcome areas. Even more interesting, how did those contributions work in practice; the means by which certain actions lead to outputs, which in turn achieve specific outcomes, and whether these outcomes were even intended or not. Whether entirely unexpected outcomes, either positive or negative, also result from Project activities can also be examined.

This in turn requires quite intensive qualitative analysis of all the evidence produced by Projects to support claims for having achieved these outcomes. Some evidence is available in summary form from the completed surveys, but the bulk will come from the Project level evaluations which will have access to the multiple sources of evidence of outputs and outcomes from inside and outside the Projects.

With this evidence to hand, and combined with the survey results, the above questions can, hopefully, be satisfactorily answered and the patterns detected above more fully explained.

The final Programme Evaluation, to be completed after the final closing surveys and Project-level evaluations, will return to this.

ANNEX: OUTPUTS AND OUTCOMES

The output and outcome categories listed below are taken from the Programme evaluation guidelines distributed to groups in June 2011.

Outputs relating to direct supports for Target Groups

1. Providing information & advice through a 'drop-in' service
2. Providing information & advice through outreach services
3. Delivering themed information supports
4. Building capacity in English language
5. Delivering non-language related education & training
6. Providing mentoring supports
7. Providing targeted support to young people from Target Group
8. Providing advocacy & legal support for individuals
9. Providing trauma & other counselling supports (ERF only)

Outputs related to service providers and the wider environment

10. Supporting intercultural/interfaith dialogue
11. Supporting actions to directly combat racism
12. Building capacity of the statutory sector
13. Building capacity of the business sector
14. Building capacity of community/voluntary sector
15. Promoting mainstreaming and developing policy
16. Supporting other marginalised groups

Direct Outcomes for Target Groups

1. Enhanced life-skills and personal development of Target Groups.
2. Enhanced day-to-day interaction with the local community by the Target Group, and enhanced inter-cultural dialogue, understanding and respect.
3. Higher level of participation in social and recreational groups and associated activities by the Target Group
4. Enhanced capacity of target group to engage in collective action and to become actively engaged in civil society organisations
5. Enhanced capacity of Target Groups to identify, seek and obtain training, education and employment opportunities.
6. Enhanced access to statutory, social and community services for Target Groups, including enhanced capacity and empowerment of Target Groups to access such services
7. Improved redress for Target Groups in relation to racism, xenophobia and other forms of discrimination.

Outcomes related to Service Providers and the Wider Community

8. Improved skills and capacities of statutory bodies and community and voluntary organisations in their interaction with Target Groups.
9. Improved collaboration between statutory bodies and community/voluntary organisations engaged in inter-cultural and integration activities, leading to better and more efficient service provision.
10. Greater embedding of inter-culturalism among social and other groups and the public more generally.
11. Mainstreaming or replication of programme good practice, within Project and partners or outside.
12. Changes in policy or practices among organisations or companies with which Target Groups relate, based on learning from the Project and from which the Target Group can gain benefits.