European Integration Fund

Annual Output and Outcomes Report

2010 - 2011

Final Report

NEXUS

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DEPARTMENT OF JUSTICE AND EQUALITY

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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 2011[1]. The 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 now being implemented by the 23 groups currently funded under the EIF and ERF.

This report presents the results of the EIF Programme-level evaluation as it relates to outputs and outcomes aggregated from Project level for the period July 1st 2010 to June 30th 2011. The data is gathered from Projects through an online evaluation survey, in which they detail their outputs and outcomes. This is the first in a series of three annual reports for the Programme, and a final output and outcomes report will be completed at the end of the current EIF round.

The thirteen EIF-funded Projects are at somewhat different stages of development. Some began later than others, and some are also a continuation from earlier EIF funding. Both factors influence the extent to which outputs and outcomes might be expected at this stage.

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 an end 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.

There is no question but that the EIF Projects have produced a large number of outputs in this first year. A simple aggregation of the number of Third Country Nationals (TCN) that participated in the activities of the 13 Projects yields almost 7,500[2]. Even excluding the 3,000 or so that are attributed to a series of national and regional information events run by a single Project, and allowing for some duplication among TCNs, the sheer volume of specific services provided to TCNs is impressive. A gender breakdown is available on most specific services (i.e. excluding the above mentioned information events and other group events), indicates that about 44% receiving them were women

In addition, over 4,400 non-TCNs, mainly Irish people, were involved in a total of 22 one-off and ongoing events, and a further 1,465 in capacity building and support activities.[3] It is also worth noting that an estimated 224 people from other (non-TCN) marginalised groups also

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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 8, Table 10 and Table 11 below.
3   From Table 10 and Table 11 below.

benefited. A total of 143 volunteers also participated in Project activities, working the equivalent of 567 days supporting the implementation of EIF projects.

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

- **Drop-in centres**, offered by four of the 13 Projects, had 1,262 unique visitors and just under 1,800 visits during the period addressing a diverse range of issues and among a great diversity of nationalities. **Outreach information and advice** visits were made to 328 TCNs by five Projects.

- A total of 96 TCNs received **English language training** from four Projects, 70 of them women and spread among at least 15 nationalities. In **other areas of training and education** offered by three Projects**,** non-accredited courses were completed by 81 TCNs, almost two third of them women - one of the few categories in which women outnumbered men.

- **Mentoring activities**, which links up TCN with Irish or other nationalities for intensive learning and engagement, were offered by three Projects, with 34 TCNs working with 19 mentors.

- Six Projects **targeted services at young TCNs,** most with other youth also involved. A total of 224 TCNs became involved, interacting with a somewhat larger number of Irish and EU nationals.

- **Legal and advocacy support** was provided by two projects to 741 TCNs, interacting with immigration and social welfare services, facilitating free legal aid, and offering general legal advice.

- The most popular of activities among Projects was encouraging and supporting **intercultural and interfaith dialogue,** with ten of the thirteen engaging in related 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 include various forms of participation in local authority activities and structures, to the creation of artistic intercultural spaces.

Other Outputs focus on working with **service providers rather than TCNs themselves,** among the statutory sector (five Projects), community/voluntary organisations (four Projects), and the business sector (two Projects), through running courses and seminars, ongoing support and other actions.

Capacity building in service coordination, in delivery and in interacting with the Target Groups took the form for instance of:

- 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.

The Target Group was often involved as contributors and participants in these activities. Over 800 TCNs, 1,100 Irish people and 300 others participated in various ways, making it on one of the most significant activities in terms of levels of participation.

Outcomes

A couple of questions stand out here. First, and most obviously: what kinds of results – concrete outcomes[4] – are emerging in terms of improving the circumstances of TCNs and the quality and impact of the services available to them? Second, which outputs are leading to these outcomes, and why? These will be explored in some depth over the full course of the evaluation of the EIF Programme. Because it is so early in the Programme and because they are by their nature more difficult than outputs to monitor and measure, the expectation is that specific outcomes will be become clearer only with the passage of time and as the evidence becomes available and accumulates.

At this early stage, a few indications can be given of emerging aggregate trends.

Based on the evidence to hand, most notable is that Projects believe they have *influenced to a significant and roughly similar degree* a wide range of different outcomes. Closely grouped together were:

- Enhanced capacity of TCNs to engage in collective action and to become actively engaged in civil society organisations;
- Greater embedding of inter-culturalism among social and other groups and the public more generally;
- Enhanced capacity of TCNs to identify, seek and obtain training, education and employment opportunities;
- Improved capacity of TCNs to access services;
- Improved skills/capacities of statutory and community/voluntary bodies in their interaction with the target groups;
- Enhanced day to day interaction with the community;
- Enhanced life-skills and personal development of TCNs.

Areas that Projects feel they have *influenced to a much lesser degree* include:

- Improving redress in relation to racism, xenophobia and discrimination;
- Successfully mainstreaming or replication their actions;
- Effecting policy and practice change among service organisations.

These research results may reflect the fact that the latter list comprises outcomes that arise though longer-term processes of organisational and institutional change; whereas the former list may be more directly open to influence through information, training and capacity-building exercises and activities. It will be interesting to see if any of the outcomes contained in the latter list become more prominent within the programme as the evaluation evolves, and more evidence is accumulated by projects.

In terms of the *relative contribution that activities and outputs made to beneficial outcomes* as a whole, the following were felt to have been the most significant across the programme as a whole:

- Supporting intercultural/interfaith dialogue;
- Building the capacity of the community/voluntary sector;
- Providing information/advice through outreach services;
- Delivering themed information supports;
- Promoting mainstreaming and developing policy;
- Delivering English language training;

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

- Providing targeted youth support;
- Delivering non-language education and training.

The outputs and actions having contributed least so far to Outcomes include:

- Providing advocacy and legal support to individuals;
- Providing information/advice in a 'drop-in' service;
- Building capacity of the business sector.

Care should be taken in interpreting this, however, not only because the Programme has been launched so recently, but because those activities pursued by many projects would tend to score higher here, even if individual Projects believed that they had exerted relatively little influence. *Promoting Project mainstreaming and developing policy* is a case in point – while most projects felt that the level of influence of this was not hugely significant, the fact that seven of the 13 engaged in it (even if each gave it a score of just two out of five) pushed its overall programme level influence up. Methodological consideration will be given to this in the coming years.

Additional data is provided by Projects to further illuminate these results, and to provide concrete evidence for the beliefs held and claims made. Such outcome-related data will be generated, in large part by the evaluators engaged by Project themselves, in ever increasing volume in coming years to deepen out understanding of these processes.

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 2011[5].

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 new 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.

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

The new framework is now being implemented by the 23 groups currently funded under the EIF and ERF.

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 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 first EIF output and outcomes survey which was completed by groups during August 2011. It is the first in a series of three annual reports which will be prepared on foot of completion of the annual survey by funded groups. In addition, 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 practical 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 Change[6] 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.

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

3. The process should combine the experience and knowledge of those working in the Projects, staff and volunteers, with independent empirical research.

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 Guidelines[7] 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 documents 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 twelve months to June 30th, and again at the end of the funding period.[8]

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.

Each Project has, or is in the process of, engaging 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.

This report comprises the documentation and analysis of these completed surveys. As they will be completed annually, a picture will gradually emerge covering 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.

At the level of outputs, the picture built up is additive i.e. the survey captures the outputs each year, and in the end these will be added together to produce a final result. For outputs, it is cumulative: each year will look back to the start of the project and record the ripples of influence extending outwards over time.

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

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7   Programme Level Evaluation for the European Integration Fund and European Refugee Fund: Guidelines for Projects. June 2011.
8   See Annex X for the Survey.

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. But the emphasis of this first Annual Report is primarily on the Outputs since, as noted elsewhere, it is still early days for the clear identification of Outcomes emerging from these outputs.

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 – noting also the different starting dates of Projects.

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, data permitting, including some qualitative analysis.

Section 3 covers Outcomes.   This is largely exploratory and is intended to present methodologies for demonstrating Outcomes more than the Outcomes themselves, such as they are to date. 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 the 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. 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 include as follows:

- Balbriggan Youth Service/Foroige
- 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. A total of approximately 14.5 Full-Time Equivalent (FTE) Project development posts are supported under the ERF. In addition, many Projects are supported by volunteers. In the 12 month period to 30th June 2011, a total of 143 volunteers also participated in Project activities, working the equivalent of 567 days supporting the implementation of EIF projects.

SECTION 2: OUTPUTS

The 13 Projects in receipt of grants from the EIF Programme are at different stages of implementation. This, in turn, affects the extent to which they have produced outputs during the first year of Programme implementation. Some projects are entirely new and hence devoted considerable time to set-up and development; whilst others are essentially a continuation of work already underway. Certain types of work by nature have longer lead-in times such as those focusing on advanced training and education where curriculum development is needed. A more complete and accurate (in terms of annual norms) enumeration of outputs will emerge in coming annual reports.

The different categories of outputs, as defined in the Evaluation Framework, are presented below. This is followed by consideration of each output area in turn. (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 could be categorised. The table below shows the number of Projects engaged in producing each of these during the period.

Table 1: Outputs by Projects

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

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

The most common activity among Projects was supporting intercultural and interfaith dialogue (Output 10), with ten of the twelve engaging in it. This included a wide variety activities in which Third Country Nationals engaged with others – Irish or non-Irish – in contexts that allowed for the improvement of mutual intercultural/faith understanding and interaction. This need not have been the only goal of the activity, but it had to be a main one.

Delivering information and support, whether in themed workshops or clinics (Output 3), through outreach with TCNs (Output 2) or in drop-in centres (Output 1) were each offered by about half the Projects, as were targeted supports for young people (Output 7). English language (Output 4) and other training/education (Output 5) was delivered by four and three

Projects respectively, and just two Projects offered mentoring (Output 6) to TCNs. In terms of supports aimed directly and exclusively at TCNs, legal and advocacy support (Output 8) was less common, offered by just two Projects.

Capacity building activities directed at the statutory sector (Output 12) were delivered by half the Projects; at the community/voluntary sector (Output 14) by four Projects; and at the business sector (Output 13) by just one. Promoting mainstreaming and developing policy (output 15) was high on the list, undertaken by seven Projects; while at the lower end were actions to directly combat racism (Output 11).

Finally, half the Projects felt that their activities also delivered a range of benefits to other marginalised groups (Output 16), beyond Third Country Nationals.

In the section that follows, outputs are examined under two broad headings: those that involve working directly with Third Country Nationals, 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:

Categories of Outputs that relate directly to Target Groups

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

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

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

These are considered in turn.

2.2   Outputs One by One

2.2.1   INFORMATION AND ADVICE SERVICES

Information and advice is provided to Third Country Nationals (TCN)[9] in a number of contexts and forms, primarily in drop-in centres, but also as outreach services and in workshops or seminars. (These correspond to Outputs 1 to 3 in Annex 1)

The provision of information and advice services through Drop-in centres is offered by four Projects and through outreach services by five projects **(Outputs 1 & 2).** These have seen a total of 1,590 different people, about 43% of them women, as shown in the table below.

Table 2: Unique visitors to Drop-in Centres & people visited by Outreach services, by gender to end June 2011

	Drop-in Centre	Outreach services	Total
Male	734	174	**908**
Female	528	154	**682**
Total	**1,262**	**328**	**1,590**

Drop-in centres had a total of **1,797 visits** (showing that some people visited more than once); and made a total of **2,063 referrals** to other service providers. Of these, 2,000 are from a single drop-in

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9   For brevity the initials TCNs is used here.

centre (*Clare Immigrant Support Group*).

Visitors brought diverse issues to drop-in centres. Queries about *social welfare*[10] were the most common, following by issues around *workplace & work permits*, *citizen applications*, *education*, and *family reunification*. *Domestic violence, mental health* and general *medical issues* also featured. Outreach services covered a similarly broad range of issues.

Although precise figures on the nationalities of those visiting are not available[11], Nigerians appear to be the largest group, followed by Chinese and Brazilians. At least nine other nationalities featured among the five most frequent visitors to centres.

The third activity is the delivery of information supports in the form of workshops or clinics on specific themes **(Output 3).** A total of **60 were delivered** by the six Projects pursuing this activity, to a total of **3,236 people.**

Clare Immigrant Support Group accounted for 42 of these, including a systematic set of 18 weekly sessions for young people on health and safety in their study programmes; the *Migrant Rights Centre Ireland* held two national forums and six regional meetings covering a wide range of issues concerning TCNs in an introductory way, with altogether 3,000 participants; and *Cultúr* ran five general information workshops attracting 42 participants.

2.2.2 BUILDING CAPACITY AND EDUCATION/TRAINING OF INDIVIDUALS

Several Projects engaged in building the capacity of TCNs, four through English language training, three through other forms of training and education (one Project provided both), and three using support from mentors.

The total number having begun or completed the various levels of **English language training** (Output 4) **is 96**, 70 of them women. Most covered conversational or beginner's English (59), with some completing intermediate level (22), and advanced (15). At least 15 nationalities were given training, with no clear leading group.[12]

Non-language training and education (Output 5) covered both accredited and non-accredited areas. Table 4 shows the number of individuals completing courses, the number beginning but *not* completing (i.e. withdrawing from) courses, both accredited and non-accredited, and their gender.

Table 3: Numbers in accredited and non-accredited training

	Completed *non-accredited* course	Completed accredited course	**Total Completing**	Withdrew from *non-accredited* course	Withdrew from *accredited* course	Total Withdrawing
Male	21	8	29	0	0	**0**
Female	32	20	52	10	2	**12**
Total	**53**	**28**	**81**	**10**	**2**	**12**

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10   Where italics are used (aside from emphasis) it indicates that the text refers to specific Survey question options, or to outputs and outcomes specific 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.

12   See previous footnote.

Among non-accredited training courses, the most popular were *IT training* and *Work-experience*, and a large group also received training in committee skills.

In the accredited area, HETAC Level 5 and 8 Arts courses are underway in the Nasc *Cork Integration Project*, and FETAC Level 4 in Community Radio run by *Near Media Co-op*.

Mentoring support (Output 6), the third form of capacity building provided, was offered by three Projects and received by **a total of 34 people**, 15 of them women. In all 24 mentors were involved.

2.2.3   TARGETED SUPPORT FOR YOUTH

Six Projects **targeted services at young people** (Output 7), in general involving not only the young TCNs but also other young people.

Table 4: Number of Young People targeted with support

	Third Country National	Irish National	EU National	Total
Male	102	119	15	**236**
Female	122	147	31	**300**
Total	**224**	**266**	**46**	**536**

The activities varied greatly, encompassing drama, sports, after-school homework support, community arts and other areas.

2.2.4 LEGAL AND ADVOCACY SUPPORTS

Two Projects provided **advocacy and legal support** (Output 8), to a total of 741 TCNs, over 60% of them male. The *Clare Immigrant Support Group* accounted for 635 of these.

The activity included:

- Direct advocacy to immigration services (INIS & GNIB);
- Direct advocacy to social welfare;
- Referral to free legal aid (in a few cases);
- General legal advice on domestic, immigration and citizen 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, embraces many communities and includes the participation of the TCNs alongside others. It is also the most popular action among Projects, with ten of the thirteen engaging in it.

Project activity mainly comprises one-off events (six Projects) and ongoing actions (seven Projects), with Projects usually supporting more than one activity.

Table 5 below gives an indication of the total numbers involved, among TCNs, Irish and others.

Table 5: Intercultural and Inter-faith Dialogue events and actions

	One Off Events	Ongoing Actions	Total
Number of events/actions	13	14	27
Number of Third Country Nationals	317	302	619
Number of Irish participants	919	684	1,603
Number of other participants	2,450	63	2,513
Total Participants	3,686	1,049	4,735

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

Among one-off events were:

- A celebration of the 50th Independence Anniversary of Sierra Leone; an Intercultural Festival; and a BBQ Competition 2010 and 2011 (Galway City Partnership);

- Interfaith event in Cork, inviting Parish Councils, UCC and CUH Chaplaincies, Parish Council members and community leaders (Nasc Cork Integration Project);

- Additional intercultural support (with a particular focus on diversity and racism) for a Youth Exchange with Northern Ireland (Canal Communities Intercultural Centre).

- Intercultural Family Days, Summer Social, and Festival in Clare and Limerick (Clare Immigrant Support Group);

- Drama Youth Summer Camp (Friar's Gate Theatre).

Ongoing 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, intended to lead 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 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).

2.2.6   DIRECT ACTIONS TO COMBAT RACISM

Two Projects have supported **direct actions to combat racism and discrimination** (Output 11), each with three activities. A total of 23 Irish people and three TCNs were involved.

Actions organised by the *CPLN Partnership* were:

- A Workshop on how to record racist incidents with South Dublin Community Platform;
- A Diversity and Antiracist Workshop with South Dublin County Childcare committee;
- A network discussion group on making community centres migrant friendly.

Actions delivered by *Canal Communities Intercultural Centre* comprised:

- Collaboration with the European Network Against Racism to develop and roll out templates for reporting racist incidents;
- Working closely with Gardaí specifically around reporting and recording racist incidents, with two Gardaí specifically nominated to engage with the work;
- Establishing a relationship with the Immigrant Council of Ireland in order to follow up on racist incidents that are not appropriate or relevant for the Gardaí to pursue.

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 the services: **Statutory Sector organisations** (Output 12) targeted by five Projects, the **Business sector** (Output 13) targeted by one; and **Community/Voluntary Sector organisations** (Output 14) in which four Projects were active.

Table 6 indicates the types of activities taken in relation to each, and Table 7 the number of participants.

Table 6: Capacity Building Actions for Statutory, and Community/Voluntary sectors

	Courses	Seminars	Ongoing support	Other	Total
Statutory sector	3	2	27	12	**44**
Business sector	0	0	0	1	**1**
Community voluntary sector	6	5	2	40	**53**
Total	**9**	**7**	**29**	**53**	**98**

Table 7: Number of Participants in Capacity Building Actions for Service Providers.

	Irish People	Other	Target Group	Total
Statutory sector	823	320	316	**1,459**
Business Sector	200	0	0	**200**
Community voluntary sector	116	6	497	**619**
Total	**1,139**	**326**	**813**	**2,278**

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** were:

- NGO quarterly forums with Irish Naturalisation & Immigration Service and the Garda National Immigration Bureau, with input from NGOs (Crosscare Migrant Project);

- Galway City Partnership's Diversity and Integration Officer plays a key role on the Galway University Hospitals Diversity Committee which is implementing an ongoing diversity training and awareness programme with management and staff of the two Galway City hospitals (Galway City Partnership).

A single action was taken in relation to building the capacity of **the business sector**. 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 the Restaurants Association of Ireland (RAI), a body representing restaurant owners, has to play in improving compliance in the sector. Ongoing efforts are made to highlight the experiences and concerns of migrant workers in the restaurant industry to this body

The **community/voluntary sector** also saw a lot of activity in the 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);

- A National and a Regional Practice Seminar on 'Community Work with Migrant Workers'; and supporting 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 attended by seven workers; Intercultural youth work attended by one worker; and Equality and Diversity Training delivered to 27 volunteers (Canal Communities Intercultural Centre).

2.2.8   MAINSTREAMING AND POLICY DEVELOPMENT

Seven of the thirteen projects have instigated some form of **mainstreaming and policy development** (Output 15) activities, the most common being to hold meetings with policy makers.

Crosscare Migrant Project has created a Policy Working Group comprising ten Third Country National members, and is working on bringing appropriate TCN perspectives to bear on relevant areas of policy.

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 begun drafting an intercultural policy for community radio stations, to be distributed through the national association.

2.2.9 SUPPORT FOR OTHER MARGINALISED GROUPS

Although all EIF groups specifically focus their resources on Third Country Nationals, half the 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 224, comprising EU Nationals (106), asylum seekers (15), refugees (20), Travellers (32) and others (55) including Roma, disadvantaged youth and LGBT people.

In general the services provided covered a similar range as 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 Websites that offer useful information can obviously be used by anyone who needs the service.

2.3 Aggregate Output Figures

As noted earlier the volume of outputs produced is influenced by the fact that this is the first year of project activity under the EIF Programme, and that many Projects only commenced actions well into the year, with considerable time spent in set-up activities.

Table 8: Summary of Target Group numbers in Selected Outputs

Activity	Male	Female	Total	Total
Drop in Centre	Unique Visitors			**Visits**
	734	528	**1,262**	**1,797**
Outreach Service info.	Unique people met by outreach services			**Visits**
	174	154	**328**	**170**
Themed Information supports	TCN attending			**Workshop/clinic**
	No data	No data	**3,236**	**60**
English Language training	People taking courses			
	26	70	**96**	
Non English-Language training completed			**Total Courses completed**	
Non-accredited courses	21	32	63	
Accredited courses	8	20	28	
Mentoring Supports	Number receiving mentoring support			**Total mentors**
	19	15	**34**	**24**
Targeted youth support	Number of young people receiving supports			
	102	122	**224**	
Advocacy/legal supports	Numbers receiving these supports			
	458	283	**741**	
Anti Racism actions				**Total Actions**
	No data	No data	**3**	**23**
GRAND TOTAL	**1,551**	**1,224**	**6,015***	

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

Table 8 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 above – over 6,000 receiving these services - must 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 shows additional Target Group members involved in intercultural group activities, numbering over 600.

Table 9: Number of One-off/Ongoing Intercultural events/actions, and participants

	One Off Events	Ongoing Actions	Total
Number of events/actions	13	14	**22**
Number of TCN participants	317	302	**619**
Number Non-TCN participants	3,690	747	**4,437**

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 Third Country Nationals, Irish people and others.

Table 10: Capacity Building Actions for Statutory, and Community Voluntary sectors

	Courses	Seminars	Ongoing support	Other	Total
Statutory sector	3	2	27	12	**44**
Business sector	0	0	0	1	**1**
Community voluntary sector	6	0	5	7	**18**
Total	**9**	**2**	**32**	**20**	**63**

Table 10 shows the number of activities, and Table 11 the number of participants.

Table 11: Number of Participants in Capacity Building Actions for Service Providers.

	Irish People	Other	Target Group	Total
Statutory sector	823	320	316	**1,459**
Business sector	200	0	0	**200**
Community voluntary sector	116	6	497	**619**
Total	**1,139**	**326**	**813**	**2,278**

SECTION 3: OUTCOMES

The above enumerates and describes the outputs of the EIF Programme in the year to June 30th 2011. The key question, however, is what Outcomes have resulted from these that can be expected to bring benefits to Third Country Nationals, if not immediately then in the medium term.

Outputs are just beginning to emerge for Projects from this round of EIF funding, and evidence of Outcomes is at a very early stage. Outcomes usually follow some time after outputs, as the effects of actions taken ripple outwards, sometimes through intermediaries, towards the target community, and that community begins to use some of the capacities, knowledge and opportunities developed.

Different Projects aim for different Outcomes for TCNs and/or in relation to the latter's service providers and the wider environment. Projects also attach different priorities to achieving their various Outcomes, priorities that may vary at different stages of a Project.

Twelve possible Outcomes were presented to Projects for consideration, determined during the consultation process for the Evaluation Framework. (The possibility of further unanticipated Outcomes will be considered later in the Programme evaluation.)

Below the title of each Outcome is given, grouped (as were outputs) under those that directly impact on Third Country Nationals and those that immediately impact on organisations that provide services to or interact with Target Groups and to the wider community. (See Annex 1 for the complete list of outcomes).

Direct Outcomes for Target Groups

1. Enhanced life-skills and personal development
2. Enhanced day-to-day interaction/dialogue with local community
3. Greater participation in social, recreational and other activities
4. Enhanced capacity to engage in collective action and in NGOs
5. Enhanced capacity to seek/obtain training, education and employment
6. Enhanced access/capacity to access statutory, social, community services
7. Improved redress in relation to racism and discrimination

Outcomes related to Service Providers and the Wider Community

8. Improved interaction skills/capacities of statutory and community bodies
9. Better collaboration among statutory/community bodies to improve service
10. Inter-culturalism more deeply embedded among groups and the public
11. Mainstreaming /replication of programme good practice
12. Policy/practice changes among organisations to improve service

Projects can relate to each of these Outcomes in different ways.

The first issue is whether a **Project regards an Outcome as *relevant to it at all*** i.e. whether this is an area it seeks to influence. The results show the following:

- **Seven** Projects regarded **Outcomes 1, 2, 4, 8 and 10** as relevant to them.
- **Six** Projects regarded **Outcomes 5, 6, 9 and 12** as relevant to them.
- **Five** Projects regarded **Outcomes 3 and 11** relevant to them.
- **Two** Projects regarded **Outcome 7** as relevant to them

But just how relevant was each Outcome? Which were prioritised over others? One way to measure this is to consider **how much effort and resources** were devoted by Projects to each Outcome area, in the previous year.

The columns in **Figure 1** illustrate which Outcomes, as a whole, were the "greatest focus" of Projects, and which Outcomes were either the "greatest" or a "significant" focus of Projects.[13]

Figure 1: Comparative Focus of effort and resources among Projects on Outcomes
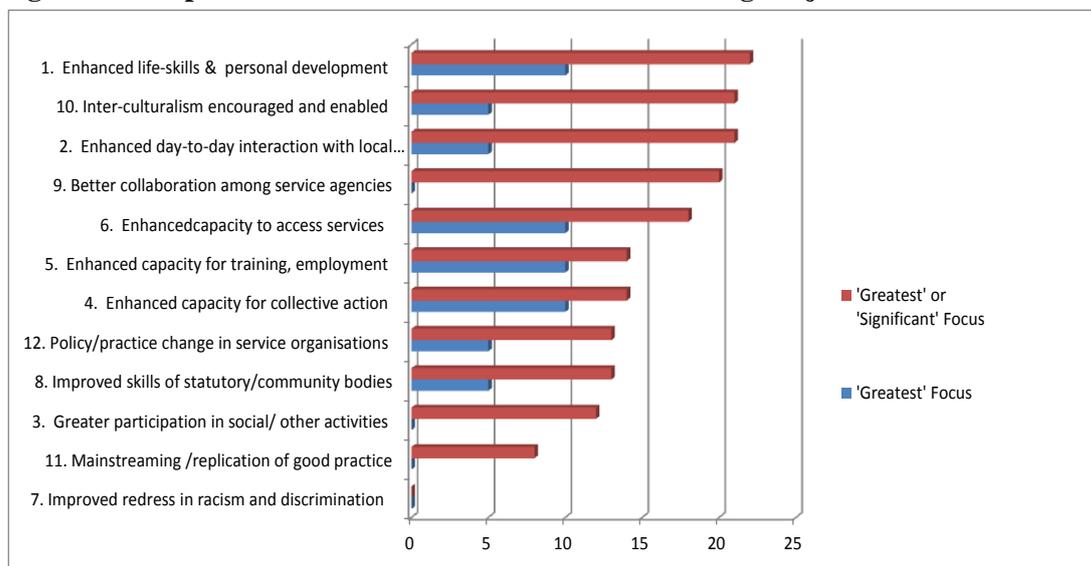
Taking the second scale i.e. where Projects considered an Outcome area either as the 'Greatest' *or* a 'Significant' focus, effort and resources were focused most notably on four Outcome areas: Outcome 1 *Enhanced life-skills and personal development;* Outcome 2 *Enhanced day-to-day interaction/dialogue with local community*; Outcome 10 *Inter-culturalism more deeply embedded among groups and the public*; and Outcome 9 *Better collaboration among statutory/community bodies to improve service.* There are followed closely by Outcome 6 *Enhanced access/capacity to access statutory, social, community services*.

At the other end, least effort was focused on Outcome 7 *Improved redress in relation to racism and discrimination,* and Outcome 11 *Mainstreaming /replication of programme good practice*. (This last is not surprising since the Programme is at such an early stage, and since the need for mainstreaming depends on the prior or expected existence of good practice to be mainstreamed.)

All other Outcomes are clustered in between these extremes.

The extent to which Projects **believe that their activities and outputs influenced these Outcomes**, taking into account the *overall* level of needs of their Target group in each Outcome area, can (depending on the nature of the Outcome) be a combined indicator of several factors:

- How effectively Projects feel they are implementing their activities;

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13   In the Outputs/Outcomes Survey, groups were asked to rate on a scale of 1 to 5, where 5 indicates that an Outcome was, in the period to end of June 2011, "the greatest focus of our efforts"; 4 "a significant focus of our efforts"; 3 "one focus, but others were more important"; 2 "a very minor focus of our project" and 1 "not a focus at all". Figure 1 above is focused on 4 and 5 from this scale.

- The size of a Project's Target Group (the larger and more diffuse the Target group, the more difficult it is to influence Outcome area); and
- How great the need a Project associates with an Outcome area (the greater the need, the harder it is to influence significantly).

The question here is whether a Project feels not only that its work is efficient and addressing the issue in question, but also that it is adequate to tackle the scale of the challenge for a significant proportion of their Target Group.[14]

Thus if a Project claims it had a major influence on a given area of Outcome, this suggests that the effort they devoted to it was both *effective* and *commensurate* with the scale of the challenge in the Outcome area being addressed.

Figure 2: Influence on Outcomes, All Projects
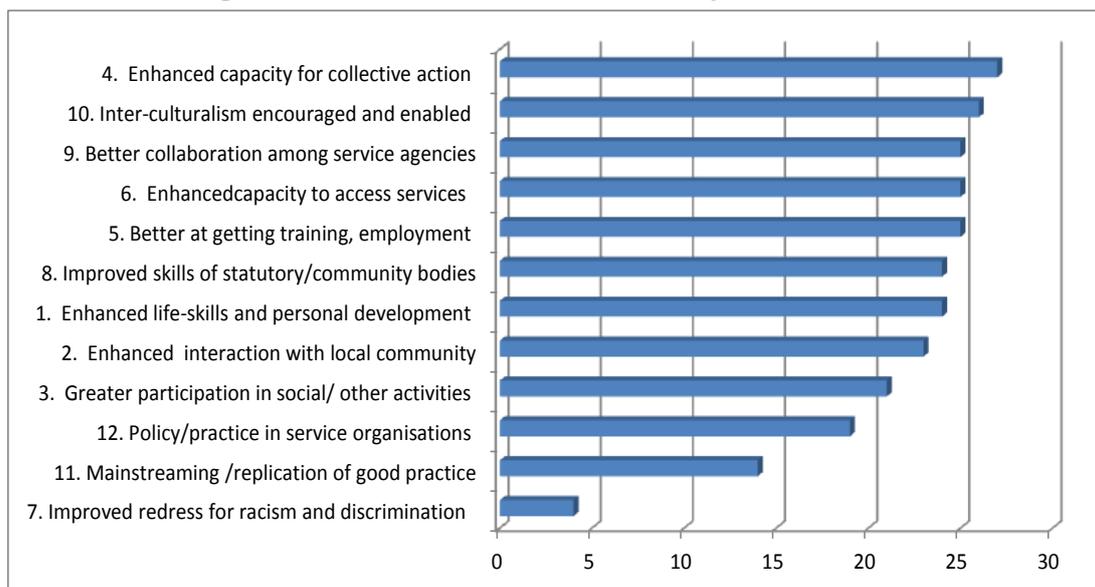
The most striking feature is the absence of any major difference between at least eight of the Outcomes. The only two clear outliers are Outcome 7 *Redress for racism and discrimination* Outcome 11 *Mainstreaming /replication of programme good practice,* and, arguably, Outcome 12 *Policy/practice changes among organisations to improve service.* Outcome 7 can be explained easily since only two Projects focus on this area at all. Outcome 11 is probably related to the fact that mainstreaming is, logically, achieved later in a Project (though may be planned from the beginning); and a similar argument can be advanced with regard to Outcome 12 on policy changes.

However, the anomaly in the data relates not so much to the outliers as to the uniformity overall. The question is why Projects, according to the data, believe they are having quite a significant and a relatively similar influence on all these areas of Outcome?

This is to be explored later in the Programme, both in terms of methodological factors as well as considerations of how Projects form these views.

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14   In the Outputs/Outcomes Survey, groups were asked to rate on a scale of 1 to 5, where, in the context of the overall level of Target Group needs in this Outcome area since the Project began, 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".

Comparing the *relative focus of Projects* with what they believe they *achieved in terms of influencing their intended Outcome* yields the following result.

Figure 3: Comparing Focus and Influence, across Projects
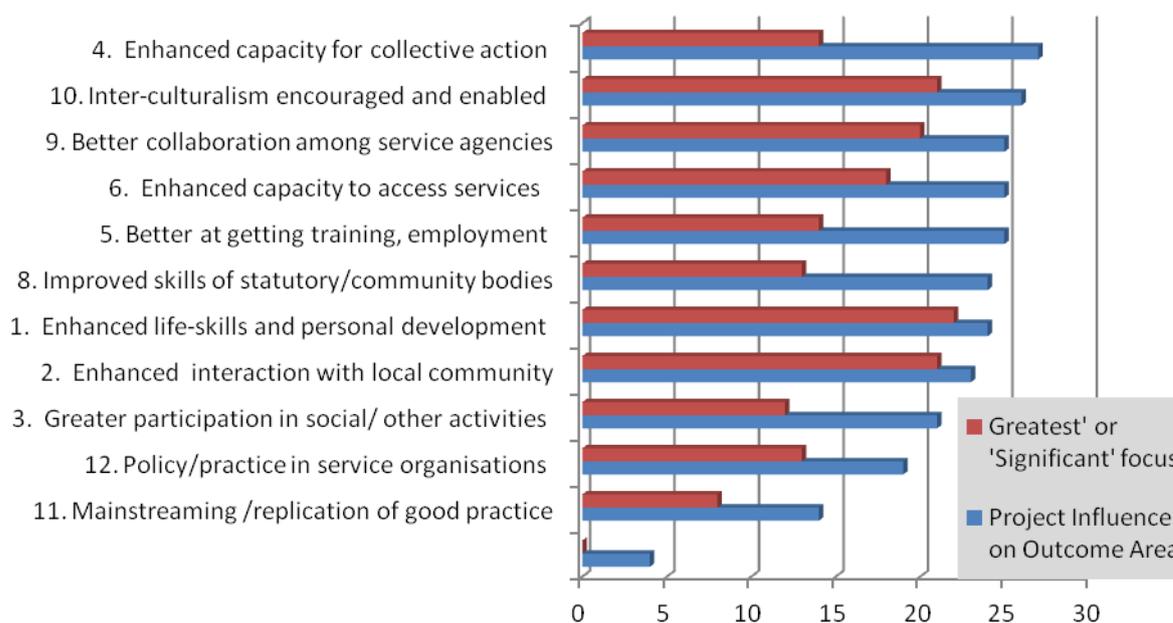
No clear pattern emerges in the relationship between the two, with the possible exception of the two lowest Outcome areas. Thus for instance Outcome 4 was felt to have been influenced the most, while it is was somewhere in the middle in terms of the overall focus.

There is nothing implausible about this, for reasons suggested above e.g. some Outcomes areas require less effort to influence than others. Specific interpretation will require qualitative analysis. The evidence requested of Projects to indicate that they actually did influence the various Outcomes may offer insights. However, it is too early in the Programme for Projects to have gathered much evidence of this nature, and indeed that provided in the Survey is very limited in this regard.

Deeper analysis is thus not possible at this stage.

Finally, an overview of which outputs contributed most to these Outcomes as a whole, in the view of Projects, is presented below.[15] It shows that, taking into account all Outcomes claimed by Projects, Output 10 had the most influence, while output 8 had the least.

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15   Each Project was asked to indicate, on a scale of 1 to 5, which outputs contributed to each Outcome. This table is an aggregate of these scores. Obviously this means that those outputs that were produced by few projects would tend to score lower. The scale deliberately includes no measure, as its validity is primarily comparative.

Figure 4: Outputs Project's felt had the most influence on Outcomes
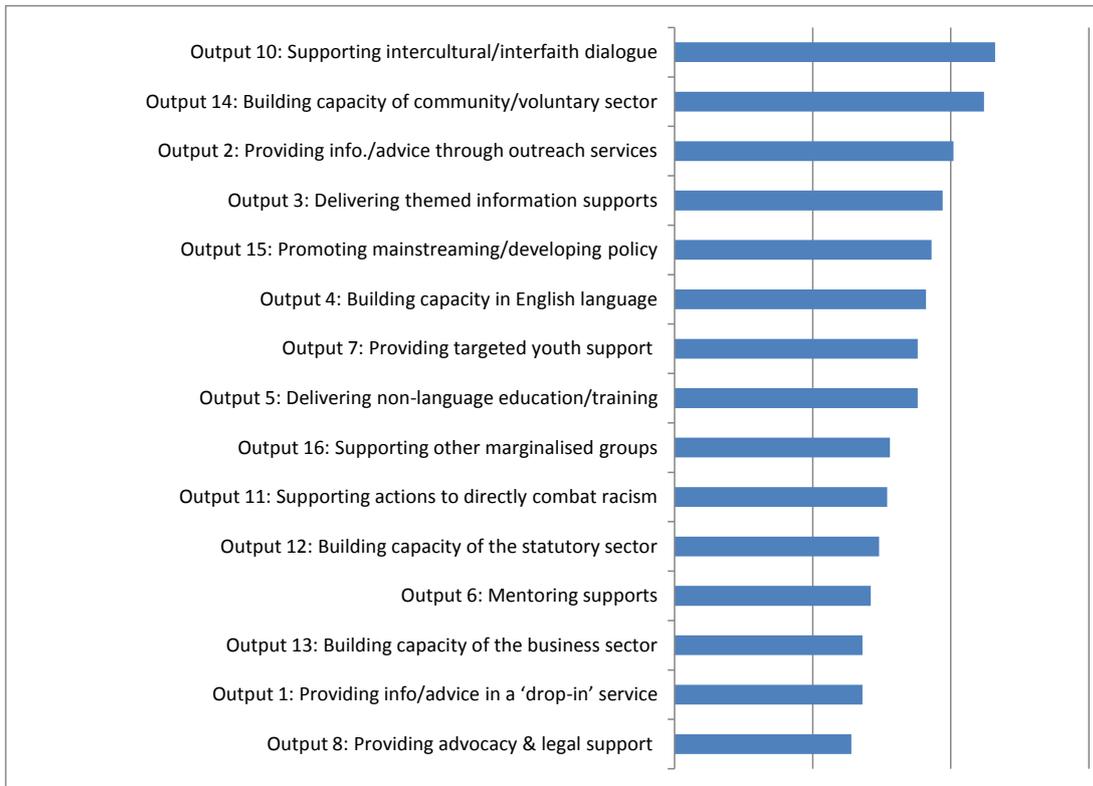
The evidence offered by Projects will illuminate the questions raised later on in the evaluation process.

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.