

## Promoting Equality in Diversity An Agenda for Action

This Evaluation Pamphlet has been prepared by Practice Evaluation Working Group as a component of an 'agenda for action' on migration-integration.

The 'agenda for action' is a package of materials and practical guides intended to support social partners in preventing discrimination and facilitating integration in workplaces.

Materials comprising this package include:

- research and evaluation of integration indicators
- a compilation of practice profiles of measures and activities by employers, unions, government authorities and other actors
- orientation pamphlets and 'tool-kits' for employers, trade unions and church organizations
- a comprehensive practitioners handbook, and
- a practice evaluation methodology.

These materials were elaborated by a multi-partner INTI project "Promoting Equality in Diversity: Integration in Europe," implemented by the International Labour Office and partners with the financial support of the European Union INTI program administered by the EC Directorate General on Justice, Freedom and Security.

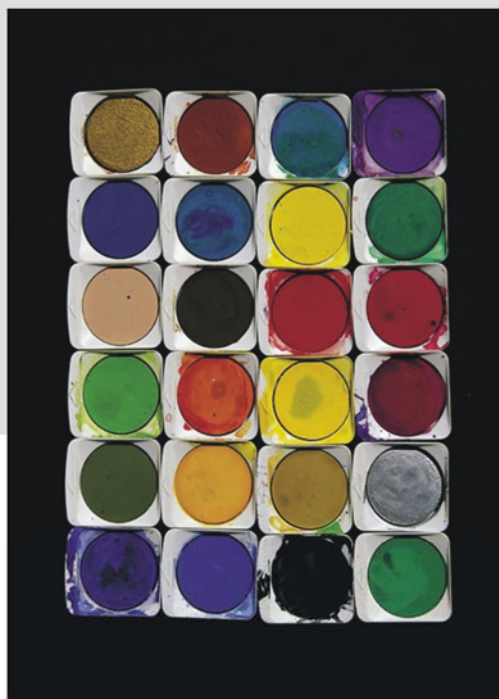
The partners in this project are:

- Centre for Social Innovation, Austria;
- Churches Commission for Migrants in Europe (CCME), Brussels;
- Europa-Kontakt, Berlin;
- International and European Forum on Migration Research (FIERI) Turin, Italy;
- Irish Business and Employers Confederation (IBEC); and
- Irish Congress of Trade Unions (ICTU).
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ILO - MIGRANT  
4 route des Morillons  
CH 1211 Geneva 22  
[www.ilo.org/migrant](http://www.ilo.org/migrant)

# A PRACTICE EVALUATION PAMPHLET



## PROMOTING EQUALITY IN DIVERSITY *MIGRATION-INTEGRATION*

### AN AGENDA FOR ACTION

*Practice Evaluation Matrix Component  
For practices, projects and activities  
against discrimination and to  
facilitate integration*



## Introduction

This Evaluation Methodology is intended to provide practitioners with:

- A guide to set up, administer and self-evaluate their work to ensure that activities meet their own, the beneficiaries, the target population and donor expectations
- Tools to identify difficulties, lacunae and obstacles to effectiveness, as well as options and directions for improvement
- The means to verify or refute critiques of practice

This Evaluation Methodology is intended to provide beneficiaries, partners and donors with:

- The means to participate in co-designing and implementing effective activities
- Prioritise support for effective activities.

The Evaluation Framework consists of a set of main criteria that qualitatively describe good practice. For each of these criteria, one or more descriptive indicators, or characteristics, are established. Where possible, quantitative measures for these indicators are identified.

Information requested from practitioners has been structured to highlight information relevant to this evaluation scheme. Profiles in the ILO database have been developed with this scheme in mind.

In a preliminary exercise, as noted above, a number of existing profiles were reviewed step by step according to each criteria, analysing relevant indicators and attempting to find quantitative measures corresponding to each indicator.

Given the vast differences in context and approach between countries and types of practice, it was agreed that an overall weighting or ranking system would be inappropriate. At present, the group does not want to encourage comparisons between programs in different national contexts. As a rule, the group found that no practice was stronger than its weakest element. In addition, performance in all criteria is necessary for successful and effective practice.

## Outline

This evaluation consists of eight criteria:

- Adequacy
- Relevance
- Coherence
- Inclusion
- Effectiveness
- Impact
- Viability
- Flexibility

6. What kind of contextual changes was the project adapted to during implementation?

**Analysis.** Processing your responses to arrive at the actual evaluation measure.

## SUSTAINABILITY

As the externally given context changes, the project aims and activities, resources and governance may have

to be adapted. Was the legal, institutional, policy, political and technological context in which the programme was implemented taken into consideration during project planning? A flexible process should be in place to ensure adequate ongoing assessment of project content and implementation. Has self-evaluation and learning been institutionalised, in the form of periodic reviews? Are plans redrafted as necessary on the basis of such assessments? Sufficient information should further be collected and organized to contribute to future such projects. In terms of the trans-national aims of this approach, the replicability of the project should also be explored.

**Useful Information.** Information answering the following questions are particularly useful: (i) When and in what form were evaluations carried out? (ii) How else were any impact measures arrived at? (iii) Was the project adapted to contextual changes while in implementation? What were they?

## OVERALL EVALUATION

In sum, any practice can only be as good as its weakest part. Therefore, the lowest score on any of the

evaluation items should also be the overall score.

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## Conclusions and Observations

Site visits by competent external colleagues would be necessary to most adequately conduct a thorough evaluation and determination of possible improvements. To start, meetings could be arranged with practitioners to review practice profiles, and to request missing or inadequate information.

National context matters.

Evaluation is neither endorsement nor condemnation.

## ADEQUACY

Relevant practices should explicitly or implicitly target discrimination, defined as unjustified differential treatment. The focus of practices might be on (potential or actual) perpetrators, outcomes, types of discrimination (including, but not limited to legal discrimination), or on intent and effect. Euphemisms and synonyms should be taken into account. There should also be explicit reference to identification of target groups or beneficiary groups. Target groups could be either of those at risk of discriminating or, if empowerment to target unjustified differential treatment is intended, those at risk of being discriminated against. Practices could be intended and planned or they could be ad hoc. There may be a different pattern of arguing that all benefit, and there may consequently be resistance to naming specific beneficiary groups likely to be victimized. A language of minority/majority may serve better in such instances.

**Useful Information.** Two types of information are particularly useful for this item. First, word of any planned or unplanned activities that might be conceivably be targeting potential or actual discrimination. Second, information on the specific activities being carried out or being planned and on the specific target groups.

### Questions.

1. What are the basic needs to which the project or measure responds? Please mention especially any acts of law or legislative changes that may have prompted, even in part, your activity.
2. What is the stated intent of the effort—what does it intend to accomplish?
3. Please provide a brief description of the activities and/or other characteristics of the project/measure focusing on the race equality aspects.

**Analysis.** Processing your responses to arrive at the actual evaluation measure. Answer either yes or no to the following questions, at least one yes being required and more yeses being desirable:

1. Does there seem to be any chance of the activities would diminish the level of any type of discrimination?
2. Does there seem to be any chance the activities would raise the awareness of discrimination?
3. Does there seem to be any chance the activities would alter the results of past discrimination?
4. Does there seem to be any chance the activities would forestall a rise in discrimination?
5. Is there an intention to change the behavior of perpetrators of discrimination?
6. Is there an intention to enhance the ability of potential or actual victims of discrimination to resist discrimination?

## RELEVANCE

Activities against discrimination need to serve a local and sectoral context, but this should not serve as a pretext or as an excuse for parochialism of any kind, specifically not for using outdated project models, for limiting ambitions too narrowly, or for suboptimal implementation. Relevance

arises from both, taking the local context into account and bringing international experiences and norms to bear on it. Relevance also arises from using the potentialities of locally and internationally available technology.

**Useful Information.** Information answering the following questions are particularly useful: (i) How does the project fit within the wider local, national, international, and sectoral context? (ii) Was the legal, institutional, policy, political and technological context in which the programme is implemented taken into consideration during project planning? (iii) Is there awareness of past experience in similar activities? (iv) Is there any reference to previous experience with similar activities, especially also by others? (v) Do essential project documents contain a statement on this matter or a reference to it? Is there, for instance, a reference to the NAP Against Discrimination or to practices hitherto being considered commendable? Does such reference have to be approving or could it be critical? Where do action plans get their relevance from? (vi) Is the project appropriate for the stakeholder population and circumstances?

#### **Questions.**

1. What kind of norms, experiences, and outcomes were taken into account when assessing local needs and defining the objectives?
2. What kind of previous experience was reviewed when first planning the activities?
3. Is any feedback to the international community part of the activities or of the reporting?
4. Please give a statement regarding relation of the project responses to context issues and needs.

**Analysis.** Processing your responses to arrive at the actual evaluation measure. Answer either yes or no to the following questions, at least one yes being required and more yeses being desirable:

1. Does the assessment of local or sectoral needs make any reference to previous experience with similar activities, e.g. by others?
2. Do planned or implemented activities make any reference to previous experience with similar activities, e.g. by other within the local and sectoral context?

## **COHERENCE**

Effective measures must establish a clear link between the needs, aims and activities planned or implemented.

**Useful Information.** Information answering the following questions are particularly useful: (i) Do the activities as implemented demonstrably pursue project objectives? (ii) Do planned activities refer to explicitly stated project objectives? (iii) Do project objectives refer to explicitly stated needs? (iv) How much reference do stated needs, stated aims, and planned activities make to each other? (v) If coherence between needs, aims and activities is lacking, is there awareness of the lack, are there any good reasons for it?

position within the organization? (vi) Have the activities been resulting in an accumulation of competence at all levels of the organization, among all the partners involved in the operations? Has the number of competent staff increased in any of the partners?

**Questions.** Please identify the sources of funding or of other resources." We don't ask the amount. If an amount is known we are usually told. For within-company or within-agency programmes this is usually not the case. What were particular obstacles, anticipated or not, which affected development, implementation and outcome of the project or measure (financial, partnerships, infrastructure, funding etc.)? Could it be used as a model in other localities and contexts where legal, political, social, economic and/or cultural conditions may be somewhat different?

1. On average, how many paid staff hours per week are available for activities related to the project or measure?
2. On average, how many hours per week are actually being worked by staff and any non-staff on the project or measure?
3. If a major budgetary or programming decision has to be taken, who takes it? Has this devolved over time?

**Analysis.** Processing your responses to arrive at the actual evaluation measure.

## **FLEXIBILITY**

As the externally given context changes the project aims and activities, resources and governance may have to be adapted. A flexible process should be in place to ensure adequate ongoing assessment of project content and implementation. Is the goal being met or approached?

- Has self-evaluation and learning been institutionalized, especially in the form of periodic reviews?
- Are plans redrafted as necessary on the basis of such assessments?

Sufficient information should be collected and organized to contribute to similar projects in the future. Regarding potential trans-national aims, the replicability of the project should also be explored.

**Useful Information.** Information answering the following questions are particularly useful: (i) Has self-evaluation and learning been institutionalised, in the form of periodic reviews? (ii) Are plans redrafted as necessary on the basis of such assessments?

#### **Questions.**

1. Does an implementation timetable exist?
2. If there is an implementation timetable is evaluation included in the timetable?
3. What lessons have been learned through challenges faced, failures experienced?
4. When and in what form were evaluations carried out?
5. How else were any impact measures arrived at?

**Useful Information.** Information answering the following questions are particularly useful: (i) Whatever the original measure of need was, how has it changed between the beginning of project implementation, its end, and any later evaluation? (ii) Was a baseline dataset of the local situation compiled?

**Questions.** Please indicate what has concretely been accomplished in terms of the original aims by the project/measure.

1. Has the project or measure demonstrably contributed to reducing the originally stated needs among the originally defined beneficiary population?
  - a. By how much was this true at the pre-determined point in time set for evaluation?
  - b. By how much was it true at some other point in time?
  - c. By how much does it continue to be true today?
2. Is the reduction in the “ethnic penalty” [name a source giving a precise definition for “ethnic penalty”] known that has been achieved?
3. If there is no numerical evidence, please give any other that may exist.
4. Has it had any other impacts that were not originally planned for?
5. What evidence is there any change was actually due to the project and not to contextual developments?

**Analysis.** Processing your responses to arrive at the actual evaluation measure:

1. There is numerical evidence of change (incl. ethnic penalty): yes/no.
2. There is anecdotal evidence of change: yes/no.
3. Change was in the desired direction: yes/no.
4. There is evidence of project rather than context making the difference: yes/no.

## MANAGEMENT / VIABILITY

[RESOURCES] The problem of adequate resources is endemic to many programmes, both those in civil society settings and in government and international institutional contexts. In addition, funding is often only available for a limited period. ... administrative capacity ... the importance of top management “buy in” [define this] ... The number of staff (and volunteer) hours may be internationally more comparable than monetary amounts.

**Useful Information.** Information answering the following questions are particularly useful: (i) Are sufficient management, funding, staffing, competency, and space provided for the project? The need for staff development would also belong in this category. How do we determine sufficiency in a given context? (ii) Does top management “own” the project, and take responsibility for its success? (iii) How is the practice run, by an individual champion, by board decision, etc.? (iv) Does the organizational infrastructure exist to fully administer the project? (v) Are inspection/monitoring and enforcement joined in the same

## Questions.

1. Please provide a description of the needs, of the aims, and of the activities and/or other characteristics of the project or measure focusing on the race equality aspects.
2. What were the needs that motivated each of the objectives?
3. What were the objectives that motivated each of the activities?

**Analysis.** Processing your responses to arrive at the actual evaluation measure:

1. For each activity, is there reasonable justification in terms of objectives:
  - a. For all;
  - b. For some; OR
  - c. For none?
2. For each objective there is reasonable justification in terms of needs:
  - a. For all;
  - b. For some; OR
  - c. For none?

## INCLUSION

Inclusion or participation criteria is an assessment of needs and definition of aims may benefit from participation by the population meant to benefit and the population meant to be targeted. A clearer delineation of these two populations may emerge as another benefit. Faithfulness to the defined needs and aims and transparency in execution will also be helped by such participation. It therefore forms an essential part of good governance, as may the inclusion of the social partners.

**Useful Information.** Actual participation of the beneficiary population, of the target population, and of the social partners in designing, governing, managing, staffing, and evaluating the project or measure. Does the composition of the board, of the executive committee, of any advisory or consultative bodies reflect the proportional composition of the population?

**Questions.** Were the target population, the beneficiaries, and/or the social partners involved in the designing, planning, and managing this project or measure? If yes, please describe the forms and degrees of their involvement:

1. Who determined and who decided the needs, the objectives, and the activities?
2. In which form or capacity were community leaders involved?
3. In which form or capacity were the social partners involved?
4. Do partner organizations all have equal opportunities covering race, ethnic belonging, or migrant origin, and do they implement them?

**Analysis.** Processing your responses to arrive at the actual evaluation measure. Refer to one of the following tables:

Representative involvement of minority, majority, and social partners in various functions. The more yeses, the better. Yeses in the Minority column could be made to count double.

	Majority	Minority	Trade Unions	Employers	Other?
<b>Executive</b>	Yes/no	Yes/no	Yes/no	Yes/no	Yes/no
<b>Staff</b>	Yes/no	Yes/no	Yes/no	Yes/no	Yes/no
<b>Board</b>	Yes/no	Yes/no	Yes/no	Yes/no	Yes/no
<b>Advisory</b>	Yes/no	Yes/no	Yes/no	Yes/no	Yes/no
<b>Expert Consultants</b>	Yes/no	Yes/no	Yes/no	Yes/no	Yes/no
<b>Other?</b>	Yes/no	Yes/no	Yes/no	Yes/no	Yes/no

OR

Representative involvement of minority, majority, and social partners in various functions. The more yeses, the better. Yeses in the Minority column could be made to count double.

	Majority	Minority	Trade Unions	Employers	Other?
<b>Designing</b>	Yes/no	Yes/no	Yes/no	Yes/no	Yes/no
<b>Planning</b>	Yes/no	Yes/no	Yes/no	Yes/no	Yes/no
<b>Governing</b>	Yes/no	Yes/no	Yes/no	Yes/no	Yes/no
<b>Managing</b>	Yes/no	Yes/no	Yes/no	Yes/no	Yes/no
<b>Staffing</b>	Yes/no	Yes/no	Yes/no	Yes/no	Yes/no
<b>Resourcing</b>	Yes/no	Yes/no	Yes/no	Yes/no	Yes/no
<b>Evaluating</b>	Yes/no	Yes/no	Yes/no	Yes/no	Yes/no

## EFFECTIVENESS

[OUTPUT] Effectiveness criteria refers to measurable output.

Both quantity and quality of the output are of importance and must be set against the duration of the period of operation.

**Useful Information.** Information answering the following questions are particularly useful: (i) Were activities carried out in the quantities and the quality that had been planned for the period of operation? (ii) Was there any feedback and to what effect from participants, clients, donors, or other stakeholders regarding the quality of the quantity of operations?

**Questions.** Please indicate, first of all, the begin and end dates of the project implementation period, if any. Secondly, please indicate the begin date of any pre-implementation work on the project. A brief description of the activities and/or other characteristics of the project/measure focusing on the race equality aspects.

1. The begin and end dates of the project implementation, if any: a) planned; b) actual.
2. The begin date of the pre-implementation work on the project.
3. What kinds and what numbers of activities were originally planned? Which of these were actually carried out?
4. Were the contents of those activities that were carried out realized as planned? What kind of deviations from original plans occurred?

**Analysis.** Processing your responses to arrive at the actual evaluation measure:

1. Actual participant numbers during the originally planned period of activity as a percentage of the planned ones.
2. Actual participant numbers during the entire period of activity as a percentage of the planned ones.
3. Actual event numbers during the originally planned period of activity as a percentage of the planned ones.
4. Actual event numbers during the entire period of activity as a percentage of the planned ones.
5. Contents fully realized: yes/no.

## IMPACT

[OUTCOMES] Impact criteria should cover intended and unintended outcomes.

Activities are a means to an end. For this reason, this item is intended to measure the progress made towards stated aims:

- Is the goal being met or approached?
- Are the required components for the activity effective and do they have the desired impact?
- Has quantifiable change in the scope or intensity of discrimination been attempted, and if so, was it successful?

Impact measures entail measuring change from baseline data. Adequate baseline data may have to be before or as operations commence, since they may not be available retrospectively.