

Guidelines

Updated in November 2021

Evaluation Framework Guidelines to identify and analyse regional integration practices

INTRODUCTION

There are many examples of practices toward the integration and inclusion of migrants and refugees led by cities and municipalities in the European Union (EU), notably through the <u>Partnership of the Urban Agenda for the EU on the inclusion of migrants and refugees</u>. However there seems to be less visibility and understanding of the regional role in migrant integration.

Regional authorities, like local authorities, have **formal and soft competences** to deliver a range of public services linked to migrant integration and inclusion (e.g. education and training, health and welfare, labour, housing, etc.).

In addition, one other clear finding from the work undertaken by the <u>REGIN Project</u> is that Regions have a **key pivotal role in vertical coordination** between EU, Member State level and local level and **horizontal coordination**, as catalyst of a wide range of territorial stakeholders building real interactive ecosystems with common challenges and goals.

For instance, Regional Authorities:

- Implement EU and national policies at territorial level;
- Develop territorial strategies and policy guidelines: most regions see the social
 and economic inclusion of migrants as an integral part of their regional
 development strategy and have integration plans, programmes and instruments,
 either specifically targeted at migrants or where migrants are included in wider
 inclusion policies, to address the multi-dimensional aspects of integration.
- Have an overall vision of the specificities and needs of their territory. Migrant
 populations are generally concentrated in bigger towns and cities, which have more
 experience and resources for dealing with integration issues, but smaller towns
 and rural areas often need extra support. Regional authorities can adapt their
 actions and practices accordingly.
- Federate, coordinate and support relevant stakeholders within their territory to provide effective action (local authorities, NGOs, CSOs, faith-based organisations, diaspora associations, private sector) to pool resources, avoid



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duplicating efforts and ensure a coherent cross-cutting and whole-of-community approach.

Another challenge reflected when analysing migrant integration at regional and local levels is the lack of monitoring & evaluation tools, as well as the lack of standards or benchmark in this field.

The REGIN Project aims to fill both these gaps by looking at the impact of instruments and practices at regional level to better understand the role and needs of regional authorities and to provide them with indicators and tools to help them plan, monitor and evaluate their policies and actions on migrant and refugee integration.

OBJECTIVE

As part of the activities planned under the "<u>REGIN Integration Lab</u>", the objective is to design a **Common Evaluation Framework** and **Matrix** representing a series of key questions to help Regions evaluate their practices on migrant and refugee inclusion.

The Integration Lab Database & Map are designed as sustainable and rolling tools based on learning processes. Through the collection and analysis of regional practices, it is expected to keep feeding and extending the shared knowledge base beyond the project lifetime, so that it can be available as a resource for regions to help them plan their own actions using the evaluation tools and inspiring from similar practices carried out in other regions.

The approach is to not only focus on good and innovative practices, but to also collect information from regions that have faced challenges or tried practices that have not produced expected results, to understand what could be the factors that could have hindered the action. The idea is to learn from each other not only about what works but also what does not work, considering limiting factors and areas where there is room for improvement.

An Integration Lab in the form of lessons learnt can help regional and local authorities in exploring **potential outcomes of a practice** already performed by other Regions, adjusting its future intervention in the same area.

Examples of practices have been gathered by REGIN regional partners to set evaluation criteria and define the scope for identifying and categorising the type of practices to collect, in line with the MIPEX-R questionnaires, and that can help understand why a practice could be considered a good one, or which are the limitations to understand why it was not fully successful.

As a transnational project, the REGIN Integration Lab focuses on categorising and analysing regional practices in order to extract the processes that can be transferable to other regions to solve common problems, taking into account the diversity of regional competences and contexts throughout Europe.



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SCOPE

The practices included in the database aim to **emphasise the regions' contribution either directly, or indirectly through coordination and support of social actors**, in developing and implementing migrant integration actions and policies.

The Evaluation Framework covers a **list of topics falling within identified regional competences** (cf. MIPEX-R questionnaires) and addressing the priority areas set out in the European Commission's 2016 Action Plan on the Integration of Third Country Nationals¹ and the EU Action plan on Integration and Inclusion 2021-2027², these being stated as:

- Pre-departure and pre-arrival measures, including actions to prepare migrants and the local communities for the integration process;
- Education, including actions to promote language training, participation of children to Early Childhood Education and Care, teacher training and civic education, higher education;
- Employment and vocational training, including actions to promote early integration into the labour market through skills recognition and migrant entrepreneurship;
- Access to services, such as housing and healthcare;
- Active participation and social inclusion, including actions to support exchanges with the receiving society, migrants' participation to cultural and social life and combating discrimination.

METHODOLOGY

To build the Evaluation Framework, we have looked first at a selection of existing practices to determine to what extent they help overcome barriers to integration.

An initial analysis has helped to understand factors that have led to less successful or failed practices, generally those that did not adopt a holistic, multi-level and multi-sectorial approach. In contrast, we see that more innovative practices are those aiming to go beyond conventional segmented actions.

On this basis an Evaluation Matrix has been developed using the 5 OECD-DAC criteria3:

- Relevance
- Effectiveness
- Efficiency



¹ https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/policies/european-agenda-migration/proposal-implementation-

package/docs/20160607/communication_action_plan_integration_third-country_nationals_en.pdf

² https://ec.europa.eu/home-

affairs/sites/homeaffairs/files/pdf/action_plan_on_integration_and_inclusion_2021-2027.pdf

https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm





- Impact
- Sustainability

Integration practices can only be evaluated in relation to **specific populations in a particular context and within a particular timeframe**. Therefore, the aim of the exercise has been to develop a broad set of key questions and an indication of what to look for, with a view to measuring the rate of progress of the action in relation to each criterion.

Since integration is a long-term process, it is difficult to provide examples that show quantifiable results in terms of impact and sustainability. The evaluation will therefore serve to identify those practices with potential regarding these two particular areas.

The Evaluation Framework therefore aims to provide a unified and systematic tool for analysing and categorising integration practices. Indeed, considering the differences among the Regions involved in the project and that integration is a contextualised process, a pilot test was be carried out to explore methodological issues, identify potential types of bias and develop a research procedure to ensure that the Evaluation Framework would work in practice.

In detail, each regional partner was requested to identify one integration practice submitted through a <u>template</u> - covering different aspects and characteristics - and through the administration of an *ad hoc* questionnaire and to provide their independent review on the survey and the data collection. Once collected, the integration practices were analysed and categorised with the collaboration of research partners to explore the **validity and accuracy of the data evaluation and categorisation**. Indeed, the pilot test helped to develop standards and procedure for the survey, as well as to test the validity and robustness of the indicators to refine the Evaluation Framework and Matrix.

For each practice, the analysis and categorisation through the Evaluation Framework draws **inspiring elements and room for improvement** under the following aspects, that are covered through the different questions of the <u>REGIN Integration Lab Survey Questionnaire</u>.



COMMUNICATION

The extent to which the practice provides stakeholders and target groups with necessary information to effectively engage and present solutions and that relevant information is presented so it can be used by a wide range of people (e.g. persons with disabilities, older people, speakers of other languages).



INCLUSION

The extent to which the integration practice is carried out with dedicated efforts to meaningfully include diverse stakeholders and target groups, particularly those left behind, in a non-discriminatory and accessible manner.









The extent to which the integration practice illustrates the testing of new approaches based on lessons learnt from past experiences and/or creative approaches aiming at systemic improvement in the use of resources and forms of collaboration, such as the participation of new actors (for example: social entreprises or tech entrepreneurs), new forms of communication channels (for example: using digital platforms).



The extent to which the integration practice has developed clear goals, indicators and evaluation mechanisms to monitor progress and need for adjustments, including consultation activities with its target groups to get their inputs through appropriate feedback mechanisms at various stages of the practice.



The extent to which the integration practice is part of a coordinated action between the European Union (EU), its Member States and regional and local authorities, based on partnership and responsibility being shared between the different tiers of government concerned and is underpinned by the representative nature of the different players involved.



The extent to which the integration practice sets up participatory processes that allow for co-creation and coordination among all relevant stakeholders in the regional territory. The approach is applied throughout the whole practice cycle, from the needs assessment to the design, implementation and evaluation phases of the practice.



The extent to which any positive results and impacts achieved through the integration practice are likely to prove durable in the longer term. Sustainability is also about assessing social, economic and organisational structures and contexts that enable the continuity of the integration practice.

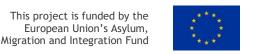


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The objective of the analysis and categorisation is not to "grade" or to "rank" regional integration practices, instead to identify and make visible the inspiring elements of each integration practice while at the same time highlighting the aspects that still need improvement. This is essential to provide other regions and stakeholders with useful tips on, on the one hand, how to transfer the lessons learnt in their own territory and, on the other hand, what are the challenges that other regions/regional stakeholders faced and during the implementation of the migrant integration practices and how they addressed them (i.e., lessons learned).

On the Integration Lab Database, the section called 'tips for transferability' highlights the potentially replicable elements of the integration practice analysed and to give indications on how these elements can be extended to other target groups and how the sustainability of their implementation can be ensured. With a learning perspective, this section also contains a reflection on the potential issues that can be encountered when transferring these elements in a different territory. This section covers the following questions for each practice:

- Which aspect(s)/activitie(s)/processe(s) are potentially replicable?
- How can this/these be potentially extended to other target groups?
- How to ensure its/their sustainability?
- What are the potential issues that can be encountered when transferring this/these aspect(s)/activitie(s)/processe(s) somewhere else?



REGIN REGINS FOR MIGRATIS AND REFUGES INTEGRATION

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DATABASE SEARCH TOOL

The structure of the Evaluation Framework serves to define multi-criteria search filters for the database of regional integration practices, developed under the Integration Lab. In addition to simple search through key words, 4 search filters will be applied:

- 1. By country
- 2. By region
- 3. By Sectoral Policy Areas

Within and beyond formal regional competences, the sectoral policy areas below have been defined in coherence with the existing <u>CPMR mapping</u>, <u>the MIPEX-R structure</u> and the EU Action Plan on Integration and Inclusion (2021-2027).

- Culture
- Diversity management
- Education
- Employment
- Health
- Housing
- Language skills
- Sport

4. By Regional Authority's Role

The database's aim is to highlight the diverse and important roles that regional authorities play in migrant and refugee integration within their territory as well as through multi-level and transregional cooperation.

- Advisory role
- Associate partner / Support
- Coordination role
- Donor / Managing funding and programmes
- Implementing / Technical partner
- Interregional cooperation
- Leader / Co-leader

EVALUATION MATRIX

See table page 8

GLOSSARY

See Annex page 16





Criteria	Key questions	What to look for	Where to look (source)
RELEVANCE	IS THE PRACTICE PERTINENT TO THE TA FIT THE REGION'S CONTEXT?	RGET GROUPS AND HOW WELL DOES THE PRACTICE	
	•	The practice is based on a sound analysis of target groups' needs (process to define aims and objectives, eg. data collection, surveys, focus groups, needs assessment, evaluation) The design and implementation of the practice is sensitive to the specific profile of target groups / needs of groups in a vulnerable situation (for example, women at risk, children especially unaccompanied, victims of violence) The practice follows a participatory, gender mainstreaming, age-sensitive and inclusive approach. The objectives of the practice take into account lessons learnt building on past experience/failures.	Documentation (description of the practice, work plan) Needs assessment data
	To what extent does the practice consider the baseline situation and territorial context?	Factors related to the territorial dimension (economic, social, geographic, demographic, migration movements etc) are considered in the design and delivery of the practice. The design of the practice takes account of the evolving context, tailored to the regional context and population.	Regional statistics and projections
	3. To what extent is the design and implementation of the practice	The action addresses priorities of the EU Action Plan on Integration and Inclusion (2021-2027) or the EU 2016	National, EU and international guideline documents





Criteria	Key questions	What to look for	Where to look (source)
	relevant to wider inclusion priorities and strategic goals at regional level and beyond?	Action Plan on the Integration of Third Country Nationals ⁴ , guidelines of other international bodies (UN, IOM, OECD) regarding migrant integration applicable to the regional level. The practice is aligned with EU/national policy guidelines, tools, eg. the EU Skills Profile Tool for Third Country Nationals for skills recognition / labour market integration-related projects. The practice is aligned with regional development plans and strategies and/or: falls within an overarching strategic programme on 1. Social inclusion in general 2. Migrant/refugee integration in particular Linkages between the practice and any other regional actions in migrant and refugee integration. Practices address a specific integration need of migrants and refugees in the regional context (i.e. access to labour markets, engaging in civil society, political participation), helping not only to increase their life quality, but also that of other residents in the region.	Regional plans/strategies on social inclusion/migrant integration Documentation on other regional initiatives/actions on migrant integration
	4. To what extent is the design and implementation of the practice	Cross-sectoral and multi-level approach, whole-of-community approach	Formal agreements, bodies and structures with stakeholder involvement

⁴ For regional integration practices designed and implemented before 2021.





Criteria	Key questions	What to look for	Where to look (source)
	coherent with the policies and programmes of other relevant territorial stakeholders operating in the field of inclusion?	Multi-stakeholder structures in place to ensure codesign and a participatory approach Partnership arrangements with clear roles and responsibilities for decision-making and implementation. Considering other existing initiatives, and the existence of other stakeholders who may collaborate in a positive way to the functioning of a given initiative.	
	5. To what extent does the design and implementation of the practice include innovative features?	Integration of evidence-based research on migrant integration in the design Testing of new approaches based on lessons learnt from past experiences Creative approaches, in the use of resources and forms of collaboration to achieve the set goals (eg. digital platforms)	Documentation (description of the practice, work plan)
EFFECTIVENESS	IS THE PRACTICE ACHIEVING ITS OBJECT	TIVES? IF NOT, WHAT NEEDS TO BE DONE?	
Results	6. To what extent were (are) the outputs of the practice achieved (likely to be) achieved?	Major factors determining the results Qualitative and quantitative data for assessment	Monitoring and evaluation sources, methodology Output indicators
	7. To what extent the results led to/are likely to lead to the achievement of the objectives of the practice?	Major factors influencing the achievement or non- achievement of the objectives Qualitative and quantitative data for assessment of results for target groups and how far the action fulfilled their needs.	Monitoring and evaluation sources Outcome indicators





Criteria	Key questions	What to look for	Where to look (source)
	8. Were there unintended (positive or negative) effects for target groups?	Was the practice led at the right time and at the right level to respond to needs Room for improvement and gaps	Monitoring and evaluation sources Outcome indicators
Outreach	9. To what extent was communication on the practice clear and targeted?	Language adapted to the target groups Relevant channels to reach the intended target groups Translation of a clear vision of what the practice intends to achieve	Communications plan and materials
Constraints	10. Were there any operational / political / institutional problems and constraints that influenced implementation, and if so to what extent were measures taken to overcome these problems?	If the practice is a direct result of national policies, do these provide sufficient flexibility to adapt to regional realities or do they hinder regional practices? Adaptation of the practice to lessons learnt Solutions implemented to adapt to challenges during the implementation of the practice	National policy documents Regional plans and strategies Documents, work plans, monitoring reports
EFFICIENCY	HOW WELL ARE RESOURCES BEING USED)? ??	
	11. To what extent were the objectives realistic, given the time and budget allocated to the practice?	The practice respects the foreseen the allocation of specific resources (human, economic, etc.)	Documents, work plans, budget Monitoring and evaluation sources
	12. To what extent was the practice cost-efficient (comparing relative cost and intended or actual outcomes)? And to what extent did the practice optimise the use of available capacities? avoid duplication (of effort/resources)?	Sources of funding (blending), pooling Use of relevant EU tools and instruments Costs of the practice assessed in relation to improved evidence-based data on migrant inclusion	Documents, work plans Audit, monitoring and evaluation sources Budget Regions' internal organisation structure Evaluation of regional capacities, stakeholder mapping





Criteria	Key questions	What to look for	Where to look (source)
		Has the region carried out an institutional/stakeholder mapping to identify resources and capacities within its territory?	
		 Measures in place to improve coordination, sharing of resources and service provision: Within the regional authority: is there an entity (advisor, service, department) or a coordination body to deal specifically with migrant/refugee integration? Partnerships with relevant stakehoders: NGOs, civil society actors, faith-based organisations, private sector, diaspora, volunteers) 	
		Gaps or duplication (dependency on other resources) Vertical and transversal information flows: are there any information gaps affecting the efficiency of the practice?	
		Decisions made as close as possible to where the practice was delivered	
	13. Did the design of the practice include a viable Monitoring & Evaluation (M&E) plan and methodology, based on outcomes and indicators?	Indicators that are measurable, attainable (realistic) and relevant to the objectives Clear standard setting for delivery of integration services and monitoring procedures, eg. baseline, benchmark	Work plans, methodology Audit, monitoring and evaluation sources





Criteria	Key questions	What to look for	Where to look (source)
		Participatory and inclusive approach to the M&E activities	
IMPACT	WHAT DIFFERENCE DOES THE PRACTICE	MAKE?	
	14. To what extent did the practice influence positive change at the three levels: individual, community, institutional?	 Measurable change over time in relation to baseline data, i.e. information about the state of target groups before the practice Effects of the practice at the 3 levels Individuals' lives: building personal and social relations, health and well-being, personal skills (social, professional, language) Community: inclusive community that fosters diversity and pays special attention to groups in a vulnerable situation (women at risk, unaccompanied children) and migrant participation Institutional: a coordinated service system, best use of resources, targeted actions, influencing policy guidelines and recommendations (local, regional, national, EU) Facilitating the participation and empowerment for everyone in society - refugees and migrants and the communities into which they settle Specific impacts for groups in a vulnerable situation (women at risk, children especially unaccompanied, victims of violence) 	Monitoring and evaluation sources Outcome indicators





Criteria	Key questions	What to look for	Where to look (source)
		Has the practice made any difference to community relations in the medium or longer term?	
		Practice cited beyond the regional level as a good example, e.g. national level, EU level (EC/EWSI/CoR), international level	
SUSTAINABILITY	WILL THE BENEFITS LAST?		
	15. To what extent did the practice implementation arrangements include considerations for sustainability?	Capacity for scalability and adaption Integration considered as a long-term, two-way process, involving positive change in both individuals and host communities, which leads to cohesive, diverse communities	Documents, work plan, long-term strategy Monitoring and evaluation sources
	16. To what extent is it likely that the benefits of the practice will continue after action ceases?	Capacity building of national and local government institutions, communities and other partners Knowledge sharing Mainstreaming of action Practice integrated into a wider strategy and approach Permanence of structures (volunteer, NGO, ad hoc or structured partnerships) Does the practice attract structural funding, support from new sponsors or generate its own resources?	Documents, work plan, long-term strategy Monitoring and evaluation sources Regional agreements, partnerships Dissemination and capitalisation results
	17. Is the practice likely to have long term implications?	Secured buy-in of regional and local stakeholders that ensures programme sustainability The practice takes account of migrants' evolution of residency status (long-term approach): long-term	Monitoring and evaluation sources Dissemination and capitalisation results





Criteria	Key questions	What to look for	Where to look (source)
		integration challenges are considered, not only initial needs after arrival	
	18. Does the practice show potential for replication in different contexts and towards different target groups?	Scope for Replication / Upscaling / Transferability Potential to be expanded or adapted	





Annex - Glossary⁵

Accessibility: how access to a particular practice is guaranteed in terms of location, how information is presented so it can be used effectively by a wide range of people (e.g., persons with disabilities, older people, speakers of other/native languages) and how safety and security for groups or individuals more vulnerable to discrimination are provided.

Asylum seeker: in the EU context, a third-country national or stateless person who has made an application for protection under the Geneva Refugee Convention and Protocol in respect of which a final decision has not yet been taken.

Beneficiary of international protection (BIPs): a person who has been granted refugee status or subsidiary protection status.

Effectiveness: whether the policies and practices that have been implemented have achieved their aims, and if not, what needs to be done to improve it.

Efficiency: how well expenditure have been converted into positive results; are the outcomes achieved reasonable given the budgetary allocation? (value for money), i.e. could more/better outcomes be achieved with the same financial inputs or could the same outcomes be achieved with reduced financial inputs?

Impact: to what extent can positive results be attributed to the policies and practices rather than other factors? **Added value** can be assessed by identifying the counter-factual, i.e. what would probably have happened without the integration practice?

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⁵ In case of doubt regarding terminology, please refer to the European Migration Network (EMN) <u>Asylum and Migration Glossary</u>, updated in 2018, with entries available in English, French, German, Italian, Portuguese and Spanish and translations for each entry in all official languages of EU Member States.



Inclusion: the extent to which the practice is carried out with dedicated efforts to meaningfully include diverse stakeholders and target groups, particularly those left behind, in a non-discriminatory and accessible manner.

Multi-level governance: the Committee of the Regions considers multi-level governance to mean coordinated action by the European Union, the Member States and local and regional authorities, based on partnership and aimed at drawing up and implementing EU policies. It leads to responsibility being shared between the different tiers of government concerned and is underpinned by all sources of democratic legitimacy and the representative nature of the different players involved.

Non-discrimination: the act of engaging actors equally and fairly, without discrimination of any kind as to age, ethnic origin, gender, language, religion, political or other opinion, national or social origin, property, birth, disability or other status. Ensuring that different population groups, especially those so far left behind, are represented and have access to opportunities, employing temporary special measures if needed.

Participation: the extent to which the practice provides stakeholders and target groups with necessary information to effectively engage and present solutions, as well as to provide opportunities to influence in decision-making, towards enhancing a sense of belonging to the host society, through fostering encounters and interaction.

Refugee: a person who meets the eligibility criteria under the applicable refugee definition, as provided for in international or regional refugee instruments, under the United Nations High Commissioner for Refugees (UNHCR)' mandate, and/or in national legislation.

Relevance: the extent to which the objectives of policies and practices are pertinent to the needs of the target groups and priorities of the stakeholders in the regional context.

Stateless person: a person who is not considered as a national by any state under the operation of its law (Convention Relating to the Status of Stateless Persons, 1954, Art.1).



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Subsidiary protection: subsidiary protection is, along with the refugee status, a form of international protection which is granted in Europe to a third country national or to a stateless person who are in need of an international protection but who do not fulfil all the requirements to be provided with refugee status. Subsidiary protection is defined in the Article 2(e) of the EU Directive 2004/83 which identifies the person eligible for subsidiary protection as "a third country national or a stateless person who does not qualify as a refugee but in respect of whom substantial grounds have been shown for believing that the person concerned, if returned to his or her country of origin, or in the case of a stateless person, to his or her country of former habitual residence, would face a real risk of suffering serious harm" and "is unable, or, owing to such risk, unwilling to avail himself or herself of the protection of that country".

Stakeholders: all actors that can contribute to a practice, such as civil society actors, migrant and diaspora associations, grassroots movements and networks, academia, research centres, think tanks the private sector, trade unions, local authorities, public bodies and services, media, faith-based organisations... Stakeholders take part in the successful development, implementation and sustainability of integration and inclusion practices in their region.

Sustainability: the extent to which any positive results and impacts achieved through policies and practices are likely to prove durable in the longer term.

Target groups: in the context of regional integration practices, target groups can be both newcomers or immigrants settled in the regional territory for a certain number of years, as well as members of the host society, following the definition of **integration as a long-term two-way process of mutual adaptation**, working best when both migrants and refugees as well as those welcoming them into the receiving community have a good understanding of each other's expectations, cultural differences, and practices.

Third country nationals (TCNs): any person who is not a citizen of the European Union (EU), including stateless persons (see Art. 2.1 (i) of the Council Regulation (EC) No 862/2007).



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Trafficking in persons (human trafficking): "The recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation". United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the UN Convention against Transnational Organized Crime, 2000, Art. 3(a). Trafficking in persons can take place within the borders of one state or may have a transnational character.

