

# **Evaluation of the European Year of Intercultural Dialogue 2008**

Contract 2008-0541/001-001EYI-ACICCS

**Final Report**

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## **Final Report**

July 2009

ECOTEC

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# 1.0 Introduction

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## 1.1 Purpose of this report

2008 was designated as the European Year of Intercultural Dialogue (“EYID” or “the Year”). This report presents the results of an evaluation of the Year carried out by ECOTEC Research and Consulting Limited on behalf of DG Education and Culture of the European Commission (via Specific Contract 2008-0541/001-001EYI-ACICCS under the Framework Contract on Evaluation, Impact Assessment and Related Services). The Terms of Reference for the study are presented at Annex 13.

This report was prepared at the end of a 15-month programme of research, which began in April 2008. It describes the findings of the evaluation, presents a set of conclusions based on the criteria of relevance, external coherence, efficiency, effectiveness and sustainability of the Year, together with recommendations concerning the development of future policy in this area. The technical details of the evaluation are collated in a series of Technical Annexes to this report. An Executive Summary (in English, French and German), and a synthesis of the main conclusions and recommendations, are presented as separate documents.

## 1.2 The European Year of Intercultural Dialogue

The European Year of Intercultural Dialogue (EYID) 2008 was part of the EU's response to the increasing cultural diversity of Europe. The enlargement of the EU, deregulation of employment laws and globalisation have increased the multicultural character of many countries, adding to the number of languages, religions, and ethnic and cultural backgrounds. As a result, it may be argued that intercultural dialogue has an increasingly important role to play in fostering European identity and citizenship. The EYID 2008 promoted the principle that Europe's great cultural diversity represents a unique advantage and aimed to encourage all those living in Europe to explore its rich cultural heritage and exploit opportunities to learn from different cultural traditions.

A total budget from the EU of about €10 million was used to co-fund a small number of flagship projects on a European level, as well as EU support for a national project in each Member State, and a Partner programme aimed at mobilising civil society. The active involvement of civil society was deemed essential in highlighting good practices and identifying needs in intercultural dialogue.

### 1.3 Evaluating the European Year of Intercultural Dialogue

The aim of the European Year of Intercultural Dialogue (EYID), as set out in its legal basis<sup>1</sup>, was to contribute to giving expression and a high profile to a sustained process of intercultural dialogue (ICD). The overall objectives were to promote ICD as a process that will strengthen respect for cultural diversity and help citizens to deal with complex realities in society and the harmonious coexistence of different cultural identities and beliefs. The aim was also to highlight the important contribution of different cultures to the heritage of, and way of life in, Member States.

We would identify four distinct sets of activities through which it was intended that the EYID achieved these goals:

- Awareness-raising of the intercultural dialogue (ICD) concept;
- Profile-raising of Community programmes that contribute to ICD;
- Best practice and innovation;
- Education and the media.

In the inception phase we highlighted a number of issues to take into account in the approach to the evaluation in light of the nature of EYID as we then understood it. During this phase we examined the EYID in more detail and as a result refined our consideration of what we saw as the main issues to be addressed and what they meant for our methodology. We saw four as key:

- How to capture the depth and breadth of the EYID;
- The information and promotion campaigns and the role of the external contractor;
- The range and roles of the main 'players' involved in the Year; and
- The way we proposed to evaluate the impact of the Year on social attitudes.

The EYID was extremely rich, both in terms of the thematic issues it covered and the types of activities supported. Countries and individual projects chose to focus on different themes within intercultural dialogue and activities ranged from large-scale events to competitions and publications. The risk for our evaluation was that we would capture information which covered some of the events in depth, but not the full scope of the Year, or that we would capture information which covered the full scope of the Year, but without exploring issues in more depth.

The challenge was therefore to collect data which was both broad enough to enable the evaluation to reach a summative judgement, but which also contained enough detailed qualitative data to do justice to the richness of activity and to reach conclusions about the effectiveness of different activities in impacting upon people's attitudes. We feel that by using a mix of surveys, interviews and country case studies we were able to meet this challenge.

<sup>1</sup> Decision No. 1983/2006/EC concerning the European Year of Intercultural Dialogue (2008), 18.12.2006

An unusual element of the EYID, in comparison to most programmes, but typical for European Years, was the use of an external contractor to carry out the information and promotion campaigns. An external contractor was appointed to take on this role and delivered an information campaign coordinated at Community level and articulated in the Member States. The campaign was made up of eight diverse activities, ranging from the design of a logo and slogans and the creation and hosting of an internet site to the nomination of 'Ambassadors' for the Year. The external contractor therefore had a unique status amongst the varied range of players in Year, as an external delivery contractor without any separate or long-term interest in ICD *per se*. They were therefore treated in a distinct manner within the evaluation to other entities involved in delivery.

## 1.4 Evaluation questions

The Evaluation Framework<sup>2</sup>, which forms the basis of the evaluation, comprises the following criteria<sup>3</sup> and questions:

### 1. Relevance

- ▶ To what extent were the objectives of the EYID 2008 pertinent with regard to the problems identified, as well as their evolution during the implementation of the Year?
- ▶ To what extent were the objectives of the EYID 2008 pertinent with regard to the needs of the main stakeholders?

### 2. External coherence

- ▶ The extent to which the intervention logic is non-contradictory / does not contradict other public interventions with similar objectives
- ▶ The extent to which the intervention logic is coherent with other EU programmes, especially the Lifelong Learning, Youth and Culture programmes
- ▶ The extent to which the intervention logic is coherent with national policies

### 3. Efficiency

- ▶ How economically have the various inputs of the EYID been converted into outputs?
- ▶ *Was the preparation and management of the implementation of the Year efficient?*
- ▶ To what extent are the budget of the Programme and the human resources deployed for its preparation and implementation commensurate with its intended outputs and outcomes?

### 4. Effectiveness

- ▶ *Were the activities funded relevant to the objectives of the programme?*

<sup>2</sup> Text in normal font denotes questions given in the ToR. Text in italics denotes evaluator's additional questions.

<sup>3</sup> Consistent with DG Budget guidelines

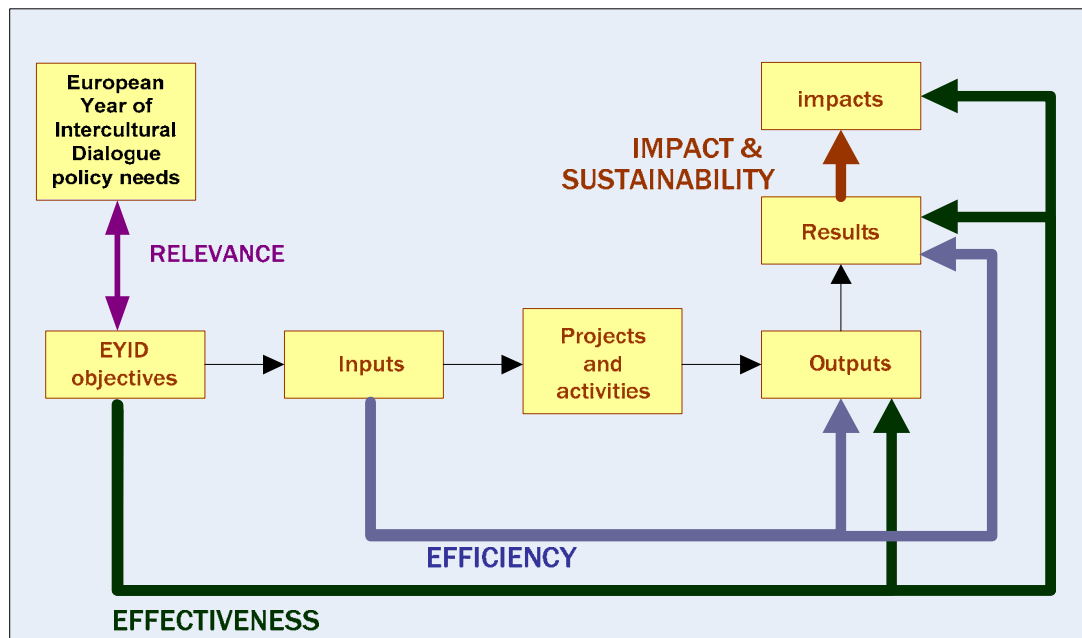
- ▶ To what extent has the EYID 2008 been successful in achieving the intended outputs, results and impacts?
- ▶ To what extent has the EYID 2008 produced unintended results (positive or negative)?
- ▶ To what extent has the EYID 2008 been successful in attaining the objectives set (general, specific and operational)?
- ▶ *To what extent was the structure of the programme (in terms of pan-European and Member State roles and activities) appropriate to the objectives of the Year?*
- ▶ *To what extent is the external contractor model cost-effective?*
- ▶ To what extent has the EYID 2008 produced an impact on the perceptions of young people?
- ▶ *To what extent has the EYID 2008 reached out to disadvantaged social groups?*
- ▶ *To what extent has the Year mobilised stakeholders at European level and within Member States?*

## 5. Sustainability

- ▶ To what extent are the positive effects of the EYID 2008 likely to last after the intervention has terminated?
- ▶ *Will the support for ICD be sustained at European level after the Year has ended?*

This report is structured using these criteria as headings, with sub-sections addressing each of the evaluation questions. These are linked in the evaluation chain as shown in Figure 1.1, below:

**Figure 1.1 General evaluation framework**



Source: ECOTEC, adapted from DG BUDGET

## 1.5 Research methodology and evidence base

### 1.5.1 Research and data collection

The research tools employed are set out in Table 1.1, below, to demonstrate how the evidence base for the evaluation was constructed.

**Table 1.1 Summary of research tools employed**

1	Review of policy documents and other relevant research reports and papers.
2	Review of EYID management data and administrative documentation.
3	Interviews with four Commission staff involved in the design and delivery of the Year.
4	Interviews with four representatives of the external information and communications contractor responsible for the EU-wide information and communications campaign.
5	Interviews with 10 stakeholders <sup>4</sup> in two phases (at the beginning of the evaluation, i.e. at the mid-point of the Year, and then after the end of the Year in the first five months of 2009).
6	Use of a written questionnaire to National Coordinating Bodies (NCBs) responsible for delivery of the Year at the national level (22 were returned out of a possible 29).
7	Interviews with four NCBs and two Flagship project coordinators.
8	Three online surveys (of direct participants in activities, EYID registered partners and logo users) and one email survey of Flagship project coordinators.
9	Review of the 20 final reports <sup>5</sup> provided to the Commission by National Project Coordinators (NPCs) on national activities co-funded by the EU (the so-called “national projects”).
10	Review of the final reports provided to the Commission by coordinators of the seven trans-national Flagship Projects co-funded by the EU (five of these reports were available).
11	Four case studies: Ireland, Spain, Cyprus and Romania (comprising a total of 16 face-to-face and seven telephone interviews).

In total, 50 consultative interviews were carried out (including case studies). A full list of interviewees may be found at Annex 11. Members of the evaluation team also attended three meetings of National Coordinating Bodies (NCBs) in January, April and October 2008, one “Brussels Debate” event and the closing conference in Paris in November 2008.

Four surveys were carried out:

- Online survey of direct participants (349 responses<sup>6</sup>);
- Online survey of EYID logo users (23 responses or 14% of those contacted);
- Online survey of EYID Registered Partners (122 responses or 13% of those contacted);

<sup>4</sup> Includes a focus group with five participants which is counted only once.

<sup>5</sup> Technical Implementation Reports

<sup>6</sup> No target list of recipients was available, so the survey was publicized on the EYID website, via NCBs and at two events (Brussels Debate in October 2008 and Paris Closing Event in November 2008)

- Email survey of Flagship Project coordinators (zero responses from the five who were contacted<sup>7</sup>).

Case studies were carried out for four countries: Cyprus, Ireland, Romania and Spain, which were selected on the basis of the types of activities being covered and the position of a country on the indices reported in the Eurobarometer survey on Intercultural Dialogue<sup>8</sup> (to ensure we sampled countries where the idea of ICD is relatively more and less positively received). This component of the research aimed to explore in greater depth the outputs, results and potential impacts of the Year in a sample of countries. Full Case Study Reports may be found at Annex 9.

Table 1.2, below, sets out how the research tools were used to address the evaluation questions.

**Table 1.2 Summary of method and tools**

<b>Evaluation criteria</b>	<b>Research tools</b>
<b>Relevance</b>	Document review Stakeholder interviews Project/NCB surveys
<b>External coherence</b>	Documentary review Stakeholder interviews Project/NCB surveys
<b>Efficiency</b>	EYID data (and data from previous Years) Stakeholder interviews Media contractor interviews Project/NCB surveys
<b>Effectiveness</b>	Stakeholder interviews Project/NCB surveys Participant surveys (s) Review of final reports Media contractor interviews and media coverage data Review of final reports Case studies
<b>Sustainability</b>	Stakeholder interviews Project/NCB surveys Participant surveys (s) Review of final reports Document review

The evidence base produced was not comprehensive in the sense that only a small number of NCBs were interviewed and, for a few Member States, no reports or questionnaires were available

<sup>7</sup> Seven Flagship Projects were implemented, two coordinators were interviewed by telephone

<sup>8</sup> DG Education and Culture Flash Eurobarometer 217: Intercultural Dialogue in Europe, December 2007, <http://www.interculturaldialogue2008.eu/358.0.html>

to the evaluators and no contact was achieved (this applies to The Netherlands, Belgium (FR), Belgium (DE) and Luxembourg). However, information was available to a greater or lesser extent for the majority of countries (three-quarters of NCBs returned a questionnaire, although these varied significantly in the level of detail provided, and for two-thirds a report on national co-funded activity was available). For Ireland, no NCB questionnaire or Project Technical Implementation Report (TIR) was available, but the case study material collected compensated for this. Table 1.3, below, summarises coverage by Member State.

**Table 1.3 Summary of sources of information and data from Member States**

Member State	NCB Questionnaire	Project Technical Implementation Report	Case study	Interview
Austria	X	X		X
Belgium-nl	X	X		
Belgium-fr				
Belgium-de				
Bulgaria	X	X	X	
Cyprus	X	X	X	
Czech Republic	X	X		
Germany	X	X		
Denmark	X	X		
Estonia	X			
Spain	X		X	
France	X	X		
Finland	X	X		X
Greece	X			X
Hungary	X	X		X
Ireland			X	
Italy	X	X		
Lithuania	X	X		
Luxembourg				
Latvia		X		
Malta		X		
Netherlands				
Portugal	X	X		
Poland	X			
Romania	X	X	X	
Sweden	X	X		
Slovenial	X	X		
Slovakia	X	X		
United Kingdom	X	X		

### 1.5.2 Strengths and weaknesses of the evaluation methodology

One of the significant challenges for the evaluation was to gather the views of direct participants, an important aim given the emphasis in the EYID's objectives on raising awareness amongst a general audience. Unfortunately, since no contact data was available to use to target recipients (list of attendees at events for example), the survey of direct participants, which was aimed at identifying any changes in attitudes to ICD, relied heavily on publicising a general invitation (on the EYID website) to complete the relevant survey, although a number of NCBs did assist by sending the survey to their contact lists. In addition, cards inviting people to complete the online survey were distributed at two events – the Brussels Debate in October 2008 and the Paris closing event in November. The result was a low number of responses<sup>9</sup> and evidence that had to be treated with extreme caution and weakened the evaluation's ability to address whether the attitudes of participants had changed. Alternative methods to explore the experiences of direct participants might have included focus groups or distributing cards advertising the survey at a larger number of EYID events throughout the Year Implementing either of these options would have had significant resource implications for the evaluation and it is not certain that the evidence obtained would have been of better quality.

The general lack of availability of robust and consistent quantitative data on national activities may also be considered a methodological weakness, in particular making it difficult to assess efficiency and value for money. The cost effectiveness of individual co-funded projects could not be assessed, since this would require an assessment of the quality of the outputs of these individual projects (which lay beyond the remit and resources of this evaluation). The evaluation did however benefit from a significant qualitative evidence base provided by NCBs and others, and quantitative information (albeit of variable quality) contained in the TIRs.

Overall therefore, through the combination of types of research, supplemented by publically available information, it is the evaluator's view that a sufficient evidence base was available from which to draw broad conclusions on each of the evaluation questions.

<sup>9</sup> It is not possible to calculate a "response rate" for direct participants, since the size of the target population is unknown

## 2.0 Intervention Logic

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### 2.1 Overview of EYID intervention logic and activity

Before the evaluation criteria were applied, a thorough understanding of the Intervention Logic for the EYID was required.

Essentially, the EYID sought to increase the mutual understanding between peoples with different cultural backgrounds, leading to increased respect and tolerance using a range of activities, which in practice, appear to have been predominantly centred on cultural, educational and media-related activities, but could also encompass activities in the workplace and leisure spaces. Themes addressed through these activities included migration and integration, multilingualism and inter-faith dialogue. Essentially, therefore, it was about changing social attitudes through the process of sharing in cultural activities. Clearly there are important definitional issues in this area (amongst them some fundamental questions such as ‘what is culture’, and what is ‘intercultural dialogue’<sup>10</sup>). However, for the purposes of the evaluation we had to take these as given, although there are inevitably national differences in how the concept is understood and – perhaps more importantly – applied, which we needed to take into account.

For evaluation purposes we identified four distinct sets of activities through which it was intended that the EYID achieved its goals:

1. Awareness-raising of the ID concept - activities designed to raise awareness of the importance of the concept of dialogue between people from different cultures and backgrounds – a goal targeted at the general public (especially young people) as well as policy makers.
2. Profile-raising of Community programmes that contribute to ICD – and as part of that ensuring continuity amongst them. It is reasonable to expect that these activities would impact primarily on policy makers and beneficiaries of these programmes, and secondarily on the general public.
3. Best practice and innovation - the identification and dissemination of best practice and the exploration of innovation in the field with a focus on young people and children and the involvement of a broad range of stakeholders.
4. Education and the media – stimulating and drawing attention to the roles that these two ‘vehicles’ can play in the encouragement and development of mutual understanding between cultures.

<sup>10</sup> We note in this respect that the “Rainbow Paper” has itself sought to tackle this latter question: *Civil Society Platform for Intercultural Dialogue, Practice makes perfect: a learning framework for Intercultural Dialogue*, The Rainbow Paper from the Civil Society Platform for Intercultural Dialogue, 25 September 2008.

This shows the extent to which the EYID was distinguished from EAC programmes by the strong emphasis placed on awareness-raising and the stimulation of thinking and debate; indeed a relatively large share of resource was allocated to such activity. In short, the Year was intended to have a strong demonstration effect, impacting on the views and attitudes of a large number of people (both general public and policy makers) for comparatively little spend. Effective promotion and dissemination was key to overall success in this context, and needed to be given prominence in the evaluation framework. At the same time, it was important to be able to identify what types of cultural activity worked in developing ICD and the reasons why.

The Year was delivered through four mechanisms:

- Emblematic actions or 'Flagship Projects' on a European scale – seven ran, selected from almost 300 proposals, along with opening and closing events. The flagships comprised a highly diverse set of activities, spanning different selections of countries. The average EU contribution was in the region of €300,000-€400,000 per project, the grant ratio being up to a maximum of 80% of project costs.
- National level actions – the National Coordinating Body (NCB) in each Member State was required to submit a proposal for carrying out activities and all were accepted. Again, they were highly varied in terms of topics and sectors covered, methodology used and geographical spread. They also varied from cohesive sets of activities to looser constellations of activities within a broad framework, with varying degrees of decentralisation. The activities in each Member State consisted of those co-funded with the EU, plus others (at national, regional and local levels) funded from within the Member State (e.g. by government, or civil society organisations) and are at the discretion of each country. The leverage effect of EU funding is thus an important matter for the evaluation to consider. EU grant levels were calculated on the basis of voting rights of Member States in the Council and range from €26,000 (MT) to €252,000 (DE, FR, IT, UK). Each Member State had to match its grant by at least the same amount.
- Community-scale activities, comprising mainly the information and promotion campaign (a large part of which was carried out by an external contractor), which took up some 40% of the total EYID budget, but also a Eurobarometer survey<sup>8</sup> and a study on national practices<sup>11</sup>.
- Making the logo and other materials available to organisations wishing to label their activities 'EYID', providing they meet some comparatively simple criteria at Community level – with the potential for Member States to impose others as they see fit. This was an innovative and, as far as we know unique aspect of the EYID, with the potential to be

<sup>11</sup> European Institute for Comparative Cultural Research (ERICarts) for the European Commission, "Sharing Diversity: National Approaches to Intercultural Dialogue in Europe", March 2008.

very efficient in terms of raising the profile of the year, given the possible ratio of (very minimal) inputs to outputs.

## 2.2 Intervention logic model

To evaluate the EYID effectively it was first necessary to construct an accurate and robust intervention model against which to judge its success. Drawing on policy context, rationale and the intervention's stated objectives; we constructed a series of diagrams to represent the "logic model" for EYID:

- Firstly, Figure 2.1 provides a **global picture** capturing the entire intervention logic chain from the high level contextual factors and policy drivers through to operational objectives and (imputed) impacts.
- Secondly, Figure 2.2 focuses on the **detailed account of objectives, actions, and intended results and impacts** at the level of the intervention itself.

Taken together, these diagrams summarise the rationale, aims and objectives and intended activities, outputs, results and impacts of the EYID. Most importantly, they provided a framework to allow the evaluation to be carried out against realistic and well understood parameters. This applies in particular to the intended effects, where any judgements concerning the success or otherwise of the EYID ultimately rest.

**Figure 2.1 Overall intervention logic model for the EYID**

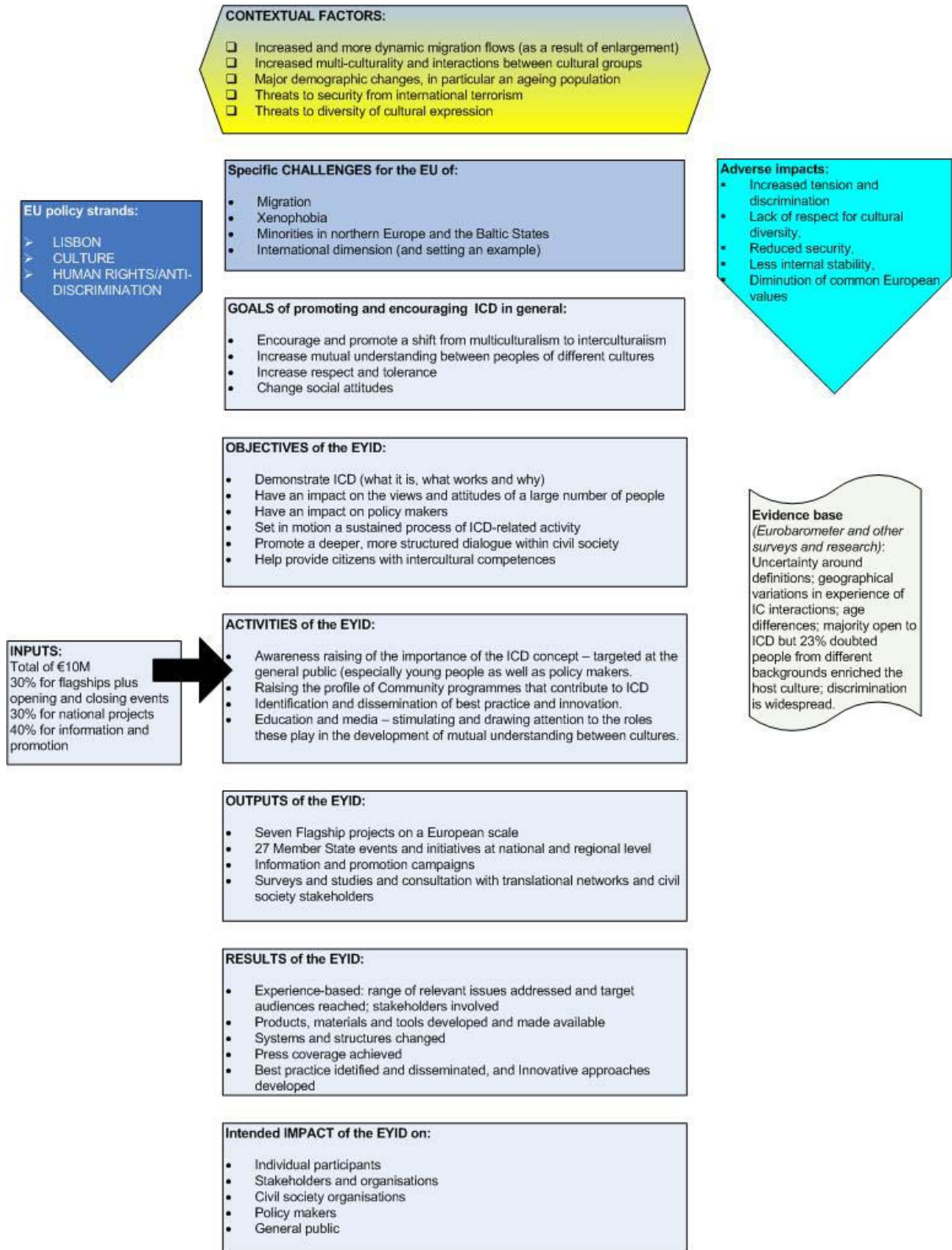


Figure 2.1 provides a powerful illustration of the scale and breadth of the challenges amongst which the EYID is situated. Of course, the intention was clearly not that the Year solved the global challenges mentioned; but it is nonetheless important to recognise the context beyond the legal framework of the activities supported by the European Commission, and the contribution that the initiative could make to addressing challenges that extend beyond the "programme" level.

The diagram sets out the link between the intrinsic (EU-funded and supported policies and actions within the ambit of the Treaty etc.) and the role the EU plays in the wider world. It also establishes the connection between the policy objective and activities on the ground. In theory these activities should lead to outputs, results and impacts which stimulate a feed-back loop into the higher level policy space.

Figure 2.2 EYID (programme level) logic model

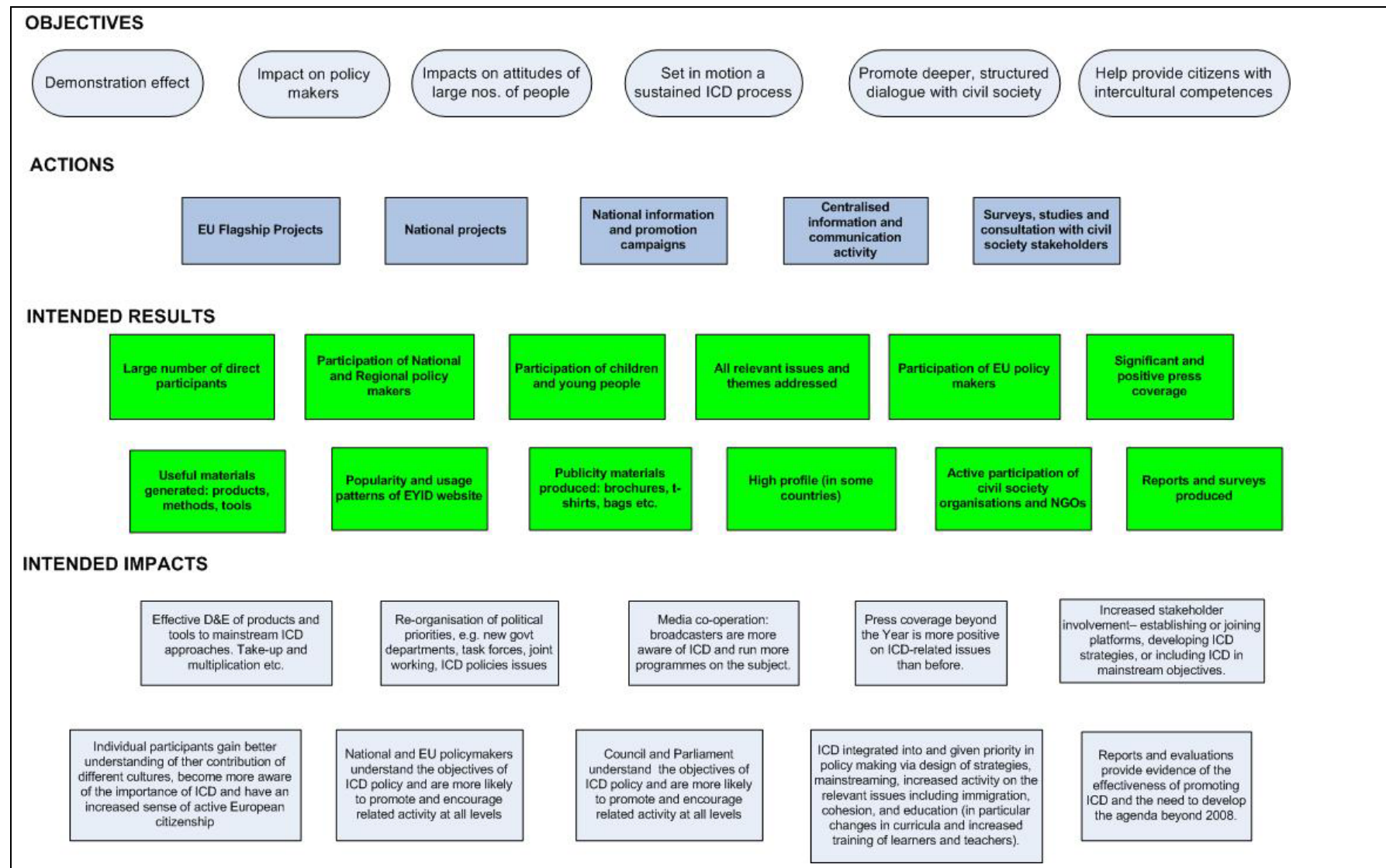


Figure 2.2, above, addresses the question: *Knowing what we do about the strategic context, genesis, drivers and objectives (explicit and implicit), what are the intended effects of the interventions funded?*

In particular, the "intended impacts" are the signals of success which one would expect to be able to identify through the evaluative research. These are the effects which, should they be evidenced, will establish a link to the higher-level programme and global policy objectives. Flowing from the immediate activity supported, these intended impacts are in many ways the true measure of the success of the intervention.

### **2.3 Intervention design**

In order to make an assessment of the appropriateness of the rationale and operational design of the EYID to its objectives (since this design is an expression of the mechanism by which inputs are converted into outputs, which in turn have intended effects), we first need to set out the design and principle elements of the EYID.

Table 2.1, below, sets out how the five main interventions, selected and mandated by the Legal Decision, link to the EYID objectives (these are set out in Figure 2.1 and Figure 2.2 in Section 2.2, above), what results were targeted at what groups, and what impacts were intended.

**Table 2.1 Mapping intervention types (EYID outputs) to objectives and intended effects**

Intended effects	Outputs	Flagship Projects	National Projects	Information and promotion campaigns (National)	Centralised activity Brussels Debates, festivals etc.	Surveys, studies and consultation with civil society stakeholders
<b>TARGET GROUP AND SCALE</b>	Emblematic actions on an EU scale to raise awareness of the objectives of the EYID and underline the benefits of ICD, highlighting achievements and experiences. Projects selected on strengths in European dimension, <u>reach (no. of people) affected</u> , education, sustainability and trans-sectoral approaches.	Actions at national and regional level aimed at promoting the objectives of the EYID through directly involving or otherwise reaching <u>as many people as possible</u> ...emphasis on civic education and learning to appreciate other people and their differences.	Particularly in co-operation with media and civil society organisations to disseminate key messages and best practice (particularly among young people and children) at national level.	Particularly in co-operation with media and civil society organisations to disseminate key messages and best practice (particularly among young people and children) at EU level.  Brussels Debates: policy makers  Festivals: members of the public, children in particular  Logos: civil society organisations	To assess and report on preparation for and effectiveness and impact of the EYID, to lay the basis for long term follow-up.	
<b>LINK TO EYID OBJECTIVES<sup>12</sup>:</b>						
Demonstration effect	Central	Central	Central	Central	Indirect contribution	Indirect contribution
Impact on attitudes of large number of people	Central	Central	Central	Central	Central	Indirect contribution
Impact on policy makers	Moderate	Central?	Central?	Central?	Moderate, except Debates (central)	Central
Set in motion a sustained ICD	Indirect contribution	Moderate	Moderate	Moderate	Moderate	Moderate

<sup>12</sup> Our interpretation of the strength of potential for each type of action to contribute to each of these objectives

process					
Promote deeper, structured dialogue with civil society	Indirect contribution	Indirect contribution	Moderate	Moderate	Central
Help provide citizens with intercultural competences	Indirect contribution	Indirect contribution	Indirect contribution	Indirect contribution	Moderate
<b>RESULTS:</b>					
Experiences	<p>Number and type of participants will be the main result that can be evaluated.</p> <p>In particular large number of events engaging with children and young people.</p> <p>Amount and tone of press coverage.</p>	<p>Success may be judged on the basis of the numbers of participants in EYID activity, securing the participation of a range of groups and covering the range of relevant issues.</p> <p>In particular large number of events engaging with children and young people.</p>	<p>High attendance rates, popularity of events.</p> <p>In particular, large number of events engaging with children and young people.</p> <p>National and regional press coverage (amount and tone) is significant.</p> <p>High public profile</p>	<p>Publicity: Amount and tone of press coverage</p> <p>Brussels Debates</p> <p>Festival</p> <p>Opening and closing events (large attendance and good press coverage)</p> <p>Uptake of logo and no. of registered partners</p>	
Products, methods and tools	<p>These should also be generating specific products, but with a European dimension and wide applicability.</p>	<p>Expected to be the principle generator of a range of materials, products and pedagogical tools, with the potential to be taken up widely to promote ICD.</p> <p>Best practice identified and captured.</p> <p>Innovative approaches demonstrated</p>	<p>Some materials generated, particularly publicity materials (bags, T-shirts, balloons, images, brochures etc.)</p>		
<b>IMPACTS</b>					

Tangible		<p>More stakeholders involved in ICD activity: joining platforms, producing reports, materials, developing ICD strategies or including ICD in mainstream objectives.</p> <p>Effective exploitation of products and tools generated by the NPs to mainstream ICD approaches.</p> <p>Re-organisation of political priorities, e.g. new government departments, joint task forces and/or specific ICD policies issued.</p>	<p>Media co-operation: broadcasters are more aware of ICD and run more programmes on the subject.</p> <p>Press coverage beyond the Year is more positive on ICD-related issues than before.</p> <p>ICD integrated into and given priority in policy making via design of strategies, mainstreaming, increased activity on the relevant issues including immigration, cohesion, and education (in particular changes in curricula and increased training of learners and teachers).</p>	<p>Policy impacts: EU level actors (e.g. national representatives, other DGs, NGOs) integrate ICD or specific related issues, into their agendas – via policies, strategies, objectives etc. in the various fields of education, immigration, social cohesion, culture etc.</p>	<p>Reports and evaluations provide evidence of the effectiveness of promoting ICD and the need to develop the agenda beyond 2008.</p>
Intangible		<p>Some impacts on individual participants in events and other activity.</p> <p>Participants have better understanding of the contribution of different cultures.</p>	<p>Media co-operation: general public more aware of ICD or of specific issues that have received media coverage.</p> <p>Participants more aware of the importance of ICD.</p>	<p>EU and National policy makers understand the objectives of ICD policy and are more likely to promote and encourage related activity at EU level and contribute to its future development.</p>	<p>Council, Parliament and other policy actors understand the objectives of ICD policy and are more likely to promote and encourage related activity at EU level and participate in its future development.</p>

			<p>Participants have increase sense of active European citizenship</p> <p>Participants have better understanding of the contribution of different cultures</p> <p>Increased recognition that ICD is about more than the cultural dimension alone.</p> <p>National policy-makers understand the objectives of ICD policy and are more likely to promote and encourage related activity at EU level and participate in its future development.</p>		
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## 3.0 Relevance

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### 3.1 Research questions

- ▶ To what extent were the objectives of the EYID 2008 pertinent with regard to the problems identified, as well as their evolution during the implementation of the Year?
- ▶ To what extent were the objectives of the EYID 2008 pertinent with regard to the needs of the main stakeholders?

In order to answer these questions the evaluators:

- Reviewed key trends and policy drivers to articulate the issues that EYID is intended to address (the output of this review is presented at Annex 1);
- Looked at how these have been translated into objective-setting for the EYID;
- Assessed the overall pertinence of these objectives to (a) the policy challenges and (b) stakeholder needs.

The evidence base available comprised primarily of the body of policy documentation produced by the Commission and other international organisations, together with research reports (in particular studies from Eurobarometer<sup>8</sup> and ERICarts<sup>11</sup>) and other documentary and web sources. Our analysis also benefitted greatly from material from interviews with the key Commission personnel responsible for the EYID.

### 3.2 Development of EYID 2008 objectives

#### 3.2.1 Origins

The EYID appears to have had its origins in a speech made by the culture Commissioner to the Parliament. Given the timing (2004) the intention behind the proposal concerned the imminent enlargement of the EU – addressing a concern and need for the old and new Europeans to essentially "get to know each other better". The imperative was that the cultures of the New Member States (NMSs) were largely unknown and there was insufficient understanding of the former eastern bloc countries among "west" Europeans. There was also a need to address the common perception in the western part of Europe that, culturally, the NMSs were a homogenous grouping with little variation. Equally, on the part of the Central and Eastern Europeans, there was a need to re-engage with the world and re-invent democratic societies.

This rationale informed the underlying objectives of the EYID, but once the process of its development was set in motion, other factors very quickly became attached to the ICD portfolio

and to the supporting policy work for the Year. Since, originally, there was a parallel strand to the enlargement driver – namely the need to address (both pre-existing and increasing) diversity within Europe, the element of immigration quickly became added in, with the support of other parts of the Commission (employment, external affairs etc.). To these two pillars (enlargement and immigration) a third was added – globalisation or the international dimension. It was clearly seen by the Commission and others that tackling significant issues within the EU's borders (e.g. discrimination against the Roma) was a prerequisite if the EU was to speak with integrity to third countries about the same types of issues. The feeling in the Commission was that ICD could not be left to chance; but rather there is a need to manage it actively. There was a need then to find a way to advance ICD that would focus on concrete experiences (i.e. real problems). At the same time, there was a need to ensure the issue was given the same importance in every Member State and by every relevant stakeholder.

Discussions with Member States on EU policy on ICD tended to cover three main areas: migration, xenophobia and national minorities. In practice some themes, particularly those linked to migration, tend to figure more prominently than others when referring to ICD. However, it is clear that both the breadth of agendas incorporated and the emphasis in certain countries on migration (in terms of their interpretation of the value of EYID to them), is more the result of the responses of Member States to ICD, rather than a set of priorities promoted by the EU. This is an important consideration from an evaluation perspective.

### 3.2.2 EYID global objectives

In 2005 the Commission proposed that 2008 be designated as the "European Year of Intercultural Dialogue"<sup>13</sup>. This proposal included a Staff Working Document presenting the formal Impact Assessment<sup>14</sup> for the proposed Year.

Following the proposal and Impact Assessment, the Decision<sup>15</sup> concerning the EYID 2008 was published in December 2006. This document links ICD to many, if not all, of the wider policy issues mentioned above, by proposing ICD as a necessary response to increased cultural diversity in that its promotion will increase respect for cultural diversity and the co-existence of different cultural identities and beliefs (or "living together in harmony"). ICD is thus seen as a mechanism for increasing understanding of "other" cultures, which is necessary given that increased diversity is both a prevailing global phenomenon, a consequence of history, but which is also part and parcel of wider economic and social policies being pursued by the EU (notably enlargement, plugging the demographic gap and increasing competitiveness). This is also underpinned by the more fundamental principles that apply across all areas of EU activity, namely human rights and countering discrimination in all its forms.

<sup>13</sup> European Commission Proposal for a Decision of the European Parliament and Council concerning the EYID 2008 and Commission Staff Working Document SEC(2005) 1202 5.10.2005 annexed.

<sup>14</sup> COM(2005) 467 final

<sup>15</sup> 1983/2006/EC 18.12.2006

We can therefore see that ICD, while in many senses being a straightforward goal, and one which is fundamentally one of principle, can also be presumed to have the potential to contribute to a range of over-arching challenges facing the EU. In addition, while a raft of legal measures are in place banning discrimination against cultural groups, at international, EU and Member State level, this in itself is clearly not sufficient to create a more positive climate for inter-cultural understanding.

It is also clear that the intention behind the EYID 2008 was not simply to fund specific activities addressing ICD, but rather to highlight the value of the concept or goal as a cross-cutting theme that links together, or can play a key role in, a range of existing policy areas (the list included runs to structural funds, youth, education, lifelong learning, culture, citizenship, sport, gender equality, employment and social affairs, combating discrimination, racism, social exclusion and xenophobia, asylum and integration of immigrants, human rights, sustainable development, and audiovisual policy and research). Consequently, the importance of ensuring complementarity and a horizontal approach is prominent in the Decision. Crucially, the intention was expressed clearly that a sustained process of ICD should be continued beyond the Year itself.

### **3.3 Pertinence to the problems identified**

The global challenges are clear, and appear largely in the form of threats, if not opportunities, although it should be noted that the Year itself placed an emphasis on the positive benefits of ICD and not only on the problems or tensions it can address. While socio-political issues, in particular relating to immigration and violent radicalisation continue to loom large, underpinned by an economic argument anchored in the Lisbon Strategy, at its core ICD is an appeal to basic moral and ethical values. Thus the pertinence of the EYID intervention continues to be valid. The majority of stakeholders consulted felt that the EYID was pertinent to the types of challenges outlined above. They were able easily to link EYID to specific national issues; for example tensions arising from demographic changes (in Austria and Ireland), or exclusion of national minorities (in Romania and Hungary). The role that ICD can play in addressing these issues was clearly acknowledged in a general sense by the stakeholders consulted, many of whom also highlighted the particular challenge posed by a lack of interest on the part of the mainstream media in projecting the benefits of cultural diversity. Evidence from NCB questionnaires, reports and interviews indicates strong agreement that ICD was pertinent to the majority of national contexts. Therefore, in a theoretical sense at least, it appears to be acknowledged by those familiar with the EYID that its aims and objectives were pertinent to the “common currency” of problems in this field.

### **3.4 Pertinence to stakeholder needs**

Evidence from a series of interviews with stakeholders indicates a generally positive response to the EYID. Many stakeholder organisations operating at EU level have been involved in the issues connected to the Year and in particular in its preparation phase.

In particular, the Rainbow Platform<sup>16</sup> was invited by the Commission to be a key facilitator in terms of building structured dialogue on ICD and its members formed the majority of the civil society contact group for the EYID<sup>17</sup>. Clearly it is an important component of EU policy to encourage and support "...the progressive structuring already taking place with the emergence of some representative organisations as well as some cooperation structures such as a civil society platform on intercultural dialogue"<sup>18</sup>. This strategy was reinforced in the announcement by the Commission in February 2008 that the Structured Dialogue between the EU and the cultural sector (one of the instruments proposed in the Agenda for Culture) would be organised around three thematic platforms, with the Rainbow Platform (now the Platform for Intercultural Europe) serving as a "forerunner" in this respect, providing valuable experience upon which to draw. All three platforms are expected to present their outcomes and make inputs to the Cultural Fora (Commission-sponsored stakeholder assemblies) in 2009 and 2010. Initiation of the Structured Dialogue process for ICD was welcomed as a positive sign in terms of sustainability and continuation.

Again, based on evidence from a small number of interviews, participation in the Rainbow Platform and its activities by a number of national and trans-national NGOs appears to have been beneficial, and has widened its scope from a strong initial focus on arts<sup>19</sup> towards a broader understanding of the ICD topic, including youth and social affairs, education and learning, human rights, anti-racism and minority rights. Participation was said to give individual networks a "louder voice" and opportunities to access and influence political agendas, and boost discussions on challenging problematic topics. Perhaps most importantly, it seems to have provided space for dialogue and identification of cooperation activities between the stakeholders. This may help to break down the sometimes strong boundaries between sectors, stakeholders and their individual interests.

Several of the stakeholders consulted considered the EYID 2008 as complementary to and a continuation of the activities of the previous Year (European Year for Equal Opportunities for All), in the case of one organisation because of the 2007 Year's focus on combating discrimination in the workplace.

This reflects one of the most striking features of the EYID agenda – its breadth, resulting in its appealing to a wide range of stakeholders focused on different specific areas of interest. Most stakeholders noted that the operating space of the Year is very broad and therefore gave significant scope for interpretation at national level. One stakeholder observed that this had resulted from the early involvement of stakeholders in the preparation process of the Year and their

<sup>16</sup> A civil society network of practitioners, associations and public bodies focusing on ICD, supported by the European Cultural Foundation and Culture Action Europe, and financed by the Network of European Foundations and, since 2009, by the European Union through the EU Culture Programme. Now the Platform for Intercultural Europe <http://www.intercultural-europe.org/>

<sup>17</sup> Several meetings of this group then took place in 2007

<sup>18</sup> "The European Agenda for Culture", [http://ec.europa.eu/culture/our-policy-development/doc399\\_en.htm](http://ec.europa.eu/culture/our-policy-development/doc399_en.htm)

<sup>19</sup> This was a result of its origins with the arts organisations the European Cultural Foundation (ECF) and the European Forum for the Arts and Heritage (EFAH), the two founders of the Platform.

being able to influence the Commission to support the broader understanding and interpretation of intercultural dialogue (i.e. that activities should go beyond arts), leading to a broader range in terms of depth and content of activities. However, the same interviewee noted that this raised the possibility of national governments becoming 'gate keepers' for the interpretation of Year at the national level and suggested that some NGOs may not have been involved in the formal communication channels at this level.

This concern - that some stakeholder organisations owned the ICD agenda through their participation in the development of the EYID, (and that it was therefore relevant to them) but that they "lost" some of that ownership during implementation because of the way national projects and activities were funded/implemented - was echoed by several other interviewees and in particular by a focus group comprising players in the field of active citizenship.

In some cases there was likely to be some tension as a result of NCBs influencing the allocation of funding received from the EC. One stakeholder network consulted felt this resulted in missed opportunities to build confidence at the local level; and allowed a 'relevance gap' between top-down and bottom-up needs. From the Commission's perspective, an interesting feature which the EYID tested was the ambitious goal to link grass-roots activity to policy.

These positive and potentially negative effects of the breadth of the EYID were highlighted by a number of stakeholders and indeed NCBs as well: the lack of a precise definition of ICD allowed sufficient room to develop relevant and more tailored activities, but posed the risk that there would be narrow understandings which excluded the most challenging issues. A clearer focus would have reduced this danger. A number of NCBs interviewed felt that, while the relevance of the Year was not in doubt, the time allowed for preparation was too short to allow a considered review of what specific approaches should be adopted and to build partnerships and networks to deliver activity. It seems likely however, that time itself was not the only factor determining lack of preparedness, with resourcing, political commitment and prioritisation also playing a part in some cases.

The view of the Commission was certainly that the engagement with and involvement of civil society organisations through the Platform worked well and mobilisation was effective, having started quickly and grown rapidly. Crucially, the Commission also saw the EYID as building on ICD activity that was already supported by and included within EU programmes. This is a result of highlighting ICD as a priority in programmes (see also Section 4 and Annex 2). In terms of sustainability, the expectation is that the numbers of ICD-related projects will increase in future (without having to highlight ICD explicitly again after the EYID). In the longer term, i.e. for the next round of programmes post-2013, the Commission should, during the next 12-18 months or so, reflect on the need for further signals and activities on ICD, including whether the concept needs to be re-defined at that stage, or perhaps whether there are any gaps.

### 3.5 Conclusions: relevance

#### ***To what extent were the objectives of the EYID 2008 pertinent with regard to the problems identified, as well as their evolution during the implementation of the Year?***

The goals of the EYID 2008 were pertinent to the problems identified prior to the Year and continued to have relevance as those issues evolved during the Year. In particular, the objectives allowed sufficient latitude for individual Member States to adopt priorities and activities appropriate to their own national context, without compromising the underlying principles of ICD policy. The fact that it was envisaged that different actors would use different interpretations of ICD and would emphasise different aspects in their own activities did not negate the relevance of those areas they did not choose to explore, since it is likely that, across the board, the majority of the concerns articulated by the EYID rationale and objectives were addressed.

#### ***To what extent were the objectives of the EYID 2008 pertinent with regard to the needs of the main stakeholders?***

The objectives were broadly defined, reflecting the breadth of thematic coverage of the Year itself, and as manifest in the legal Decision. This may provoke two forms of reaction: that this breadth is problematic for people and organisations on the ground who are charged with implementation; or that such breadth provides enough flexibility for individual Member States to tailor activity to their own specific contexts within the overall framework which provides a common understanding of the overarching goal. Indeed the NCBs and stakeholders consulted expressed concerns at the breadth of the scope of the EYID objectives and frequently offered the view that a more specific set of indicative activities would have been beneficial. This perhaps reflects the view of several NCBs that the preparation phase was too short, although it is not clear if this was the result of delays on the part of national actors or simply the result of a tight schedule determined by EU processes. Certainly some Member States appear to have conducted timely and thorough preparation phases (notably Ireland and Austria), which would lead us to conclude that timing was not an intrinsic problem in terms of preparing for the Year, but owing to individual circumstances in Member States other factors were also important, such as resources allocated and the degree of high-level political commitment.

Ex-ante pertinence to stakeholder needs appears to have been strong, due largely to the strong involvement of relevant networks during the evolution of ICD policy and the EYID itself. The Rainbow Platform (now the Platform for Intercultural Europe) was central in this respect, acting as a focus. Perhaps inevitably this process raised expectations of individual organisations benefitting from financial support which could not always be fulfilled for all NGOs on all issues during implementation of the Year.

## 4.0 External coherence

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### 4.1 Research questions

- ▶ The extent to which the [EYID] intervention logic is non-contradictory / does not contradict other public interventions with similar objectives; and
- ▶ The extent to which the intervention logic is coherent with other EU programmes, especially the Lifelong Learning, Youth and Culture programmes.
- ▶ The extent to which the intervention logic is coherent with national policies.

In order to answer these questions we have assessed coherence on two levels: policy and activities (programmes); and in the relevant domains of: culture, education, youth, citizenship, multilingualism and sport.

The evidence base available was largely EU policy documentation, complemented by interviews with stakeholders and NCBs. This allowed us to examine a range of EU policy areas and corresponding programmes to assess the extent of the visibility of ICD. This is important in two main senses: firstly, successful promotion of the ICD agenda will ultimately see it becoming embedded in related policy areas, and secondly its inclusion in wider arenas should stimulate its uptake as a policy goal by Member States.

### 4.2 Coherence at the level of international policy

The full review of external coherence is included at Annex 2. From this analysis it is clear that most of the EU policy domains of education and training, culture, multilingualism, youth, sport and citizenship directly or indirectly address the intercultural dialogue concept as one of their priority areas, especially in the most recent policy framework development documents (i.e. adopted from the end of 2006 onwards).

By "directly addressing" we mean that the concept is included in the policy objectives of the field and reinforced in operational guidelines that support them (e.g. as in education and training, culture, multilingualism, citizenship). Where the concept is addressed indirectly there is recognition of the need to develop intercultural skills and competences, build intercultural capacity etc., but intercultural dialogue is either not mentioned specifically (e.g. as in youth and sport), or it is mentioned with reference to other documents (e.g. policy framework documents of other policy areas or operational programmes, e.g. Sport).

In terms of content, the concept of ICD itself, or the context within which it is embedded, varies significantly across the different policy fields and in some cases a precise definition of the terms being employed is not apparent (e.g. in the sport domain). In **education** the concept is seen

through the contribution of lifelong learning towards social cohesion, inclusive society, integration, multilingualism, developing special competences, access to learning and intercultural education. One of the objectives of the new Lifelong Learning programme (2007-2013) is to reinforce the contribution of lifelong learning to intercultural dialogue<sup>20</sup>. There were funding opportunities within several parts of the programme. In the 2007 Call, priority was given in parts of the programme to projects aiming at promoting intercultural dialogue in preparation of the European Year of Intercultural Dialogue 2008, in particular in Comenius School Partnerships and Grundtvig Learning Partnerships. Furthermore, other parts of the programme (Comenius Networks, Grundtvig multilateral projects, Erasmus, Jean Monnet and Leonardo da Vinci) offered support to relevant projects in 2007.

Within the **culture** framework the concept is addressed through artists' and professionals' mobility, circulation of all artistic expressions beyond national borders, promoting and strengthening intercultural competences, in particular by developing 'cultural awareness and expression', 'social and civic competences' and 'communication in foreign languages'.

For **multilingualism**, linguistic diversity and language learning is seen as a precondition for intercultural dialogue.

In the **youth** framework the concept is addressed indirectly through other actions – young people's active citizenship (European citizenship in particular), solidarity and tolerance, social cohesion, mutual understanding, developing quality of support systems for youth activities and the capabilities of civil society organisations in the youth field and promoting European cooperation in the youth field.

Within the **citizenship** policy framework the concept is included within general and specific objectives and is addressed through the tolerance and mutual understanding between European citizens, cultural and linguistic diversity, interaction between citizens and civil society organisations, Europe's diversity and unity, with particular attention to activities aimed at developing closer ties between citizens from the Member States of the EU as constituted on 30 April 2004 and those from Member States which have acceded since that date.

In the **sport** domain intercultural dialogue is mentioned in the context of sport's potential for social inclusion, integration and equal opportunities and the EU's external relations.

More widely, the review of key trends and policy drivers presented at Annex 1 demonstrates strong coherence with international policy and activity in the field of ICD and related fields. In particular there is evidence of strong coherence between European Commission policy-making and activity and the activities of the Council of Europe (CoE) in the field of ICD<sup>21</sup>.

The CoE was active on this topic many years before the EU (starting from a focus on national minorities after the fall of the Berlin Wall but encompassing a wide range of areas such as local

<sup>20</sup> [http://ec.europa.eu/culture/our-programmes-and-actions/doc495\\_en.htm](http://ec.europa.eu/culture/our-programmes-and-actions/doc495_en.htm)

<sup>21</sup> <http://www.coe.int/t/dg4/intercultural/>

democracy, education, youth and sport). From 2005 the CoE moved to a coherent policy on ICD and in May 2008 it produced the White Paper on ICD<sup>22</sup>, which carried the EYID logo. A Memorandum of Understanding has existed between the CoE and the EU since 2006 (which includes ICD issues) and consultations with the CoE indicated a very strong and supportive perspective concerning the EYID, believing it has given a significant boost to awareness of ICD, particularly among governments. The CoE also noted that the international community (the UN and the OSCE<sup>23</sup> for example), not just the European Commission is acting in concert to advance the ICD agenda.

In the CoE's dialogue with its partners (including universities, civil society organisations and others), it has formed the impression that ICD is indeed becoming more visible (and has achieved relatively greater success in this respect than other similar agenda items). This may be in part due to the fact that it is an issue that concerns everyone in society. One of the ways that the CoE and EU can work together, as exemplified by the EYID, is that unlike the CoE which in general targets decision-makers, the EU can fund activities aimed at reaching a more general audience. So EYID has benefitted from the CoE's body of work and influence in the field while the CoE in turn has benefitted from activities drawing attention to the issue amongst a wider constituency.

The link between the Year and the "Intercultural Cities" project, a joint action of the Council of Europe and the European Commission, appears to have been particularly strong, offering a coherent response to the important urban agenda (cities being one of the principal meeting places of different cultures and therefore highlighted as playing a key role in facilitating and supporting ICD). For example, the foreword to the report about the strand of the programme concerning "awareness and exchange"<sup>24</sup>, which was managed by the EUROCITIES network and focused on a series of city-to-city visits taking place around major local events and festivals on an ICD theme, states: "*This initiative from the European Commission [EYID] has generated immense interest from our member cities and has been particularly important for them*". Another indicator of the particular relevance of ICD to cities is the "European Network of cities for local integration policies for migrants (CLIP)" project, launched in September 2006<sup>25</sup>, which includes a module on "intercultural policies and intergroup relations".

### 4.3 Coherence at national level

The extent to which the intervention logic of the Year was coherent with national policies is difficult to assess because of two main factors: firstly, the broad scope of ICD means that very few, if any, countries have specific, identifiable ICD policies *per se*; and secondly, even if a set of contributory or supporting policies were used instead (anti-discrimination or cultural policies for example), the

<sup>22</sup> Council of Europe: White Paper on Intercultural Dialogue "Living Together as Equals in Dignity", 07.05.08

<sup>23</sup> Organisation for Security and Cooperation in Europe <http://www.osce.org/>

<sup>24</sup> EUROCITIES (2009). Intercultural Cities: A Journey through 23 European cities.

<sup>25</sup> Established by the European Foundation for the Improvement of Living and Working Conditions, the Council of Europe and the City of Stuttgart. See <http://www.eurofound.europa.eu/areas/populationandsociety/clip.htm>

evaluation had insufficient resources to conduct a detailed country-by-country review of these. However, it is difficult to envisage circumstances where the rationale for ICD would have been incompatible with any specific national policy or set of policies. It is therefore considered reasonable to assume that existing national policies were at least non-contradictory, if not coherent, with respect to the EYID intervention logic and that where no such policies existed, the issue did not arise. It may also be argued that the number and range of activities implemented during the Year implies a degree of coherence between the intervention logic and national policies (in the sense that if incoherence had been a significant issue, this would have been manifest by a smaller and narrower range of national activities).

Some evidence is available (including the four case studies, reports on activity, and a small number of interviews with NCBs), that allows us to make a number of observations about the articulation between EYID and national policy frameworks:

In Austria, Belgium (Flanders) and Ireland EYID activities benefitted from strong pre-existing policy frameworks and action plans to address integration and promote positive perceptions of cultural diversity. In these cases, preparation was helped considerably for this reason. In **Belgium (Flanders)** the Action Plan for interculturalisation of youth, culture and sport launched in 2006 had a budget to support pilot actions, which *inter alia* was already being used to develop stakeholder networks in the field, training and sharing of best practice.

In **Ireland** the National Consultative Committee on Racism and Interculturalism (NCCRI) was appointed as NCB and the Year was coordinated by the NCCRI in association with the Office of the Minister for Integration and the Equality Commission for Northern Ireland. NCCRI reported that it already had very good relations with civil society organisations. Preparation work started with the establishment of a Steering Group and cooperation between the NCB and that group in drafting the EYID 2008 Strategy for Ireland. A consultation process on the draft Strategy was carried out, with a diverse range of stakeholder bodies in six consultative forums organised between September and November 2007 (round table discussions each attended by 50-60 participants). Crucially, this provided enough time for stakeholders to reflect and come back to the table with ideas on how they could contribute.

In **Austria** the EYID agenda was strongly complementary to existing national policies. The government had a special interest in the topic as a result of a desire to meet the challenges of immigration in particular by widening the agenda from a focus on security, to one encompassing a deeper understanding based on principles of equity and efficiency, including an emphasis on schools (bringing together education and culture) and also recognising the economic imperative of a more inclusive society that uses the potential of all its people.

## 4.4 Conclusions

### ***The extent to which the [EYID] intervention logic is non-contradictory / does not contradict other public interventions with similar objectives***

Overall, the importance of the need to take account of inter-cultural factors and to use interactions between cultures as a force for progress is widely recognised across a range of relevant EU policy fields. In many cases this applies in a general sense rather than through a specific recognition of the importance of dialogue *per se*. Nonetheless, the widespread presence of any policy expression of interculturality is a very positive indication of the extent to which the concept has become more visible in recent years, and of the relevance and coherence of the EYID intervention.

Internationally too the EYID is coherent with the policies and actions of the UN, Council of Europe and OSCE amongst others, underpinned by the need to provide a counterweight to the "clash of civilisations" narrative. The concerted actions of the EU and CoE show particular synergies, notably in the Intercultural Cities Programme.

A note of caution should be sounded however, since expression at policy level may not always translate into concrete action at operational level, and indeed in Member States. That said, there is evidence from consultations with NCBs, and analysis of national reports (TIRs), that in some countries there was coherence with national policy (notably in Ireland, Austria and Flanders for example). The role of context is explored further in Section 6.3.4.

### ***The extent to which the intervention logic is coherent with other EU programmes, especially the Lifelong Learning, Youth and Culture programmes***

At an operational level, the ICD concept is well embedded in operational policy guidelines in the fields of education and training, culture and citizenship. For instance, the education and training and citizenship policy fields had intercultural dialogue as a particular priority in 2008, as did youth policy, although here the intercultural dialogue concept is addressed indirectly (i.e. through other priority actions) in the operational priority guidelines, but is embedded as a separate intercultural dimension in project content and methodology quality guidelines, assessment and award criteria. Multilingualism relies on the Lifelong Learning Programme, and its actions while implementation of Sport policy is spread across several Community programmes, including the Lifelong Learning, Youth in Action and Europe for Citizens programmes, as well as the European Social Fund, the European Regional Development Fund and the European Integration Fund.

It is also worth mentioning the difference in approaches that the separate policy fields apply: In the fields of education and training, culture, multilingualism, youth and citizenship priorities and actions are seen as tools to contribute to intercultural dialogue or the actions planned may be viewed as measures enhancing intercultural dialogue. In contrast, in sport intercultural dialogue is seen as contributing in this particular policy area, but not vice versa, i.e. sport itself is not necessarily seen as a valuable tool through which other objectives such as intercultural dialogue and social cohesion can be achieved.

In terms of operational content:

- Education and training activity supports academic networks on interculturalism; widening access to basic skills such as literacy, communication in foreign languages; helping learners to develop transversal competences such as social, civic, cultural and intercultural competences; promoting adult learning for marginalised and disadvantaged citizens and migrants; promoting intercultural dialogue through multilingualism.
- In culture, support is provided to multi-annual cooperation projects promoting trans-national mobility of people working in the cultural sector and encouraging trans-national circulation of cultural and artistic works and products as well as supporting analysis and dissemination activities.
- In multilingualism, there is a reliance on existing lifelong learning sub-programmes and two transversal programmes, which support multilingualism as a precondition for intercultural dialogue.
- Youth policy supports projects aimed at increasing young people's awareness of other cultures and promoting dialogue and intercultural encounters between young people from different backgrounds and cultures, to help combat prejudice, racism and attitudes that lead to social exclusion.
- Citizenship policy and activity supports thematic citizens' panels inter alia on 'intercultural dialogue' and high-visibility events, promoting the participation of each citizen in intercultural dialogue through the structured cooperation with civil society.
- Sport policy and activity supports social inclusion in and through sport; the fight against racism and violence in sport; and promotes sport as an element of EU public diplomacy.

The overall picture suggests that ICD has achieved high visibility in key operational programmes.

***The extent to which the intervention logic is coherent with national policies***

Very few countries have specific, identifiable ICD policies *per se*. However, it is difficult to envisage circumstances where the rationale for ICD would have been incompatible with any specific national policy or set of policies. We therefore assume that existing national policies were at least non-contradictory, if not coherent, with respect to the EYID intervention logic and that where no such policies existed, the issue did not arise.

## 5.0 Efficiency

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### 5.1 Introduction

- ▶ How economically have the various inputs of the EYID been converted into outputs?
- ▶ Was the preparation and management of the implementation of the Year efficient?
- ▶ To what extent are the budget of the Programme and the human resources deployed for its preparation and implementation commensurate with its intended outputs and outcomes?

The efficiency criterion concerns whether or not the activities chosen/procured were appropriate to the objectives and were obtained at a reasonable cost. To address this we reviewed:

- The actors involved in delivering the EYID;
- The key features of the design of the EYID;
- The preparatory phase;
- The selection process for co-funded projects;
- Support provided to projects;
- Management, monitoring and reporting arrangements;
- Budget and resource allocation.

The evidence base available comprised information on the approach adopted to implement the EYID, the types of interventions selected, the resources allocated and the outputs and activities procured and carried out, both centrally and in Member States. This allowed us to assess the management arrangements for the Year, the extent to which the delivery model and actors involved appear to have been appropriate to the objectives and scale of resources available, and how appropriate the types of activity targeted were in terms of the outcomes required to achieve the specific objectives. As highlighted in Section 1.5.2, above, the lack of consistent and reliable data, and suitable benchmarks, did not permit a detailed assessment of value for money to be made.

### 5.2 Actors involved in delivery

Delivery of the EYID relied on a range of actors, which are described below.

**National Coordinating Bodies (NCBs)** were responsible for overseeing implementation of the Year in each Member State. NCBs did not receive operating grants from the EU - they were appointed based on a 'political commitment' due to their 'day-to-day' role (most NCBs were Ministries or similar bodies). As such, NCBs were not subject to any legal reporting requirements

to the Commission, although they did each prepare a National Strategy and National [Communication] Action Plan, (the latter with the external media sub-contractor in their country).

**National Project Coordinators (NPCs):** Just under €2,993,830 was allocated to "Actions on a national scale" (frequently referred to as "national projects" – on the EYID website for example), representing 30.3% of the total EYID budget. These actions received EU grants of up to 50% of the total cost. Co-financing applied to one national initiative per Member State, although the number of projects per country varied (for example, in Germany there were eight). We understand that in a number of countries, the National Project Coordinator role was designated as a separate body to the NCB, while some two-thirds of NCBs also fulfilled the function of NPC.

**Flagship Project Coordinators (FPCs):** Seven Flagship Projects aimed at promoting intercultural dialogue on a European scale were selected; following an open call for proposals (see Section 5.4, below). These actions received EU grants of up to 80% of the total cost. A total of €2,363,248 of Community funding was allocated to these projects, representing 23.9% of the total EYID budget.

### 5.3 EYID design

A number of key features of the design, likely to determine the effectiveness of the EYID, are now explored:

**The overall choice to deliver the EYID through a limited number of centrally selected, trans-national and national projects, rather than pursue an open call across all Member States to procure a larger number of smaller projects**

The Commission asked each Member State to propose a set of national activities, with applications being subject to an approval process. An alternative approach, for example, might have been to disburse funding to national governments to use as they saw fit. The rationale for the approach adopted was to ensure as large an impact as possible, given the limited funding available, compared with the ambitions of the Year, focusing on finding where it could deliver the best results. Such an approach also meant a relatively low administrative overhead for implementation, although it also required a relatively long lead-in time and investment in the preparatory phase. The "clustering" of funds (in the sense of supporting Flagship Projects and setting out and agreeing a set of proposed national-level activities in advance of the Year) was a strategic decision on the part of the Commission (as opposed to sharing out funding among Member States for decentralised management for example). This model may be contrasted in several significant ways with the more decentralised approach adopted for the European Year of Equal Opportunities for All 2007 (EYEO)<sup>26</sup>, where more than half of the total budget was allocated to the Member States compared with about 30% for the EYID. A key difference was therefore that the design of EYID concentrated activity into one national project per Member State (or in some cases a package of national sub-

<sup>26</sup> European Commission, DG Employment, Social Affairs and Equal Opportunities, December 2008: On-going Evaluation of the European Year of Equal Opportunities for All (Final Report).

projects), whereas in EYEO National Implementing Bodies were allocated grant funding which was allocated onwards to 434 national Actions, selected for funding via national calls and assessment processes. For EYID, DG EAC managed the application and selection processes for co-funded national and trans-national projects.

### **The distinction between Flagship and National Projects**

The rationale for the distinction between these two types of projects is summarised in the description of Flagships included in the EYID Decision, where they are: “*Emblematic actions on an EU scale to raise awareness of the objectives of the EYID and underline the benefits of ICD, highlighting achievements and experiences*”. Procurement of the seven Flagship projects was via a competitive tendering process, whereas appointment of National Projects was carried out by a Restricted Call for Proposals on a one per country basis. As a result, there was limited scope to direct the topics covered by Flagships, this relying on what projects were proposed and a quality threshold. An issue for National Projects was the interpretation of the term “project”, i.e. the extent to which one large project was supported as opposed to a number of smaller sub-projects under a unifying theme. As noted already for the preceding European Year, the EYEO, more than half of the available budget was allocated to national actions and in this case there were no larger trans-national projects similar to the EYID Flagships. Their inclusion may therefore be seen as an attempt to retain the benefits of decentralisation while retaining a relatively large budget for EU-wide project activity, perhaps reflecting the nature of ICD, i.e. that it includes the need for activity between and not just within countries.

### **Allocation of a relatively large proportion of the overall budget (€3,722,639<sup>27</sup> or 37.6%) to information and communication activity, which was largely centralised and focused around the EYID website**

The strategic decision was taken by the Commission to have a centralised communication and information campaign. Having a substantive website was a key part of the communications strategy. By contrast, very few printed publications were used, although posters etc. could be downloaded from the website and printed. The rationale for this approach was to maximise the amount of funding that could be invested in content as opposed to process activities. The website provided online space for each country to use – to take advantage of this facility NCBs/NPCs needed to send material to the EYID webmaster for uploading. Again, this approach was adopted to minimise the resources NCBs/NPCs had to devote to the process of dissemination. A very active programme of centralised media events and initiatives was designed, including Brussels Debates, opening and closing events and a range of other events. This was clearly designed to provide visibility among key decision makers. The proportion of budget allocation for information and communication was slightly more than was the case for the EYEO 2007 (€5 million out of a total budget of €15 million).

<sup>27</sup> Excludes budget for evaluation, but includes Gallup Eurobarometer survey and €3,227,484 for the information and communications contract.

## **Reliance on Member States to support and fund complementary activities in addition to co-funded and centralised activity, implying mobilisation of other resources and a degree of leverage**

Each Member State was provided with co-funding for national activity (“the National project”, although in some cases this comprised a set of sub-projects), together with an allocation to use the services of the commission’s external media contractor (or its sub-contractor) in each country, which could be drawn down against a national dissemination action plan. This had the potential benefit of allowing a significant degree of freedom for countries to tailor priorities and activities to meet their own needs. In addition, Member States were expected to fund complementary activities from their own resources as appropriate.

We will now review key aspects of the run-up to the Year itself, including the preparation phase during 2007, the selection of co-funded projects and management and arrangements for resourcing.

### **5.4 Preparatory phase**

In this section we review arrangements for establishing frameworks to guide activity in each Member State and the development of specific co-funded National Projects. NCBs/NPCs and others had to provide funding from their own resources for the preparation and application phase.

Two types of planning documents were prepared by each country: National Strategies and National Action Plans (NAPs). National Strategies were developed during the preparatory phase; while NAPs on the other hand largely concerned communications and public relations activities. Each Member State prepared a National Strategy using a standard template provided by the Commission<sup>28</sup>, which however had no significant influence on their quality or content. Most were drafted in mid-2007. The Commission completed a preliminary review and synthesis of the National Strategies (which essentially represent an indicator of the preparatory strategic planning of the NCBs), the results of which are summarised at Annex 4. The main findings of this analysis were:

- Descriptions of national contexts reinforce the relevance of ICD to all Member States.
- The dominant objectives are raising awareness and strengthening respect for cultural diversity.
- ICD is associated with a very wide range of issues and themes.
- All contained an agreement to engage with civil society, with most NCBs planning to set up platforms or steering groups.
- Communications plans were relatively underdeveloped at this stage, with many lacking some key elements (key messages, target audiences, tools, media relations).
- Plans for the education field focused mainly on structured activities in schools.

<sup>28</sup> These are all published on the DG EAC website at [http://ec.europa.eu/culture/archive/dialogue/strategies\\_en.html](http://ec.europa.eu/culture/archive/dialogue/strategies_en.html)

- Responses concerning sustainability (of the Year beyond 2008) were typically short and lacking in tangible details.

The picture that emerges from consultations with stakeholders, NCBs and some Flagship Projects is rather mixed concerning the issue of the preparation phase. While the efficiency of DG EAC's management of the processes involved was rated highly, a significant number of those consulted highlighted concerns about the lead-in time available to allow them to prepare for the Year. In some specific cases the issue is clear – for example where a co-funded Flagship Project was informed that it had been successful only in December 2007 with an expected start date in January 2008, and subsequently found it struggled to overcome delays. This example may reflect a wider issue – the extent to which the types of organisations bidding to run Flagship Projects (generally small NGOs with limited administrative capacity) were sufficiently equipped to deliver, given the size of the projects (around €400,000 over one year).

A more significant concern perhaps is the feeling identified by a number of interviewees (both stakeholders and NCBs) that the preparatory phase did not provide them with enough specific guidance on the types of activities expected and time to build delivery partnerships and networks. Where this issue was raised it was usually linked to the view that the objectives of the Year were drawn too broadly and the meaning of the term ICD was not defined sufficiently precisely. Clearly this applies to those countries that lacked the necessary capacity and policy frameworks to respond relatively quickly in terms of implementing activity, but also to some stakeholders who found it difficult to engage with the Year once it was underway. Certainly many Member States (for example Austria, Ireland, France, Cyprus, Denmark, Spain, Greece and Estonia amongst others) appear to have been able to prepare quite thoroughly for the Year through the establishment of coordinating platforms or operating calls for proposals. In addition, all Member States were given the opportunity to develop their own plans for how to deliver EYID activity.

The availability of resources (staff and funding) in some countries (linked to a lack of interest at a political level) may also have played a part where a minority of NCBs felt ill prepared and/or ill equipped to pursue as full a portfolio of activities as they would have liked. In terms of how the equivalent national bodies prepared for and managed national activity for the preceding EYEO 2007, the evaluation indicated high levels of satisfaction<sup>26</sup>. However, it is interesting to reflect on the nature of ICD as the subject of a European Year, in particular whether the amount of preparation required and the capacity available to react positively may be greater than for more familiar subjects (such as sport, equal opportunities or innovation for example). In the case of ICD it can certainly be argued that the challenging nature of the concept (for some, but by no means all Member States) meant that a longer than usual preparation phase might have been beneficial in some cases.

## 5.5 Selection of co-funded projects

Two of the principle elements of the Year, National Projects and Flagship Projects, were the subject of selection processes to identify specific activities and initiatives for EU co-funding. A detailed account of these processes may be found at Annex 3. In terms of management and processes, selection was carried out satisfactorily.

## 5.6 Economy

### 5.6.1 Allocation of funding

The Community budget for the EYID was smaller than for previous Years; the current European Year of Creativity and Innovation 2009 has adopted a different, zero-budget approach:

- EYEO 2007: €15 million
- EYID 2008: €10 million
- EYCI 2009: zero

In terms of the way resources were spent, the plan was to focus funding more than before, i.e. to achieve high impact by concentrating limited resources on a small number of high-profile projects and initiatives.

Table 5.1, below, sets out how the budget was used, stating the position at January 2009. Final payments remain outstanding at the time of writing, so it is not possible to provide a definitive account of the funds spent.

**Table 5.1 Summary of EYID budget**

<b>Component</b>	<b>Budget allocation in the Decision<sup>1</sup></b>	<b>Use of the budget at January 2009</b>	<b>Percentage of budget</b>
	€	€	
National projects	3,000,000	2,993,830	31.0
Flagship projects	2,400,000	2,363,248	24.0
Opening & Closing events (by EU Presidency)	600,000	600,000	6.0
Information campaign, studies & surveys at Community level: <ul style="list-style-type: none"><li>• External contracts for communication campaign, including website, media relations, event organisation and NCB support</li><li>• Eurobarometer survey</li><li>• Evaluation</li></ul>	4,000,000	3,922,639	40.0
<b>EYID 2008 total budget:</b>	<b>10,000,000</b>	<b>9,879,717</b>	<b>100.0</b>

### 5.6.2 National activities

Table 5.2, below, sets out the national activity funded under the EYID.

**Table 5.2 National Projects**

Country	Project co-ordinator	Project Title	Co-beneficiaries	Grant awarded €
HU	KulturPont Iroda (Cultural Contact Point)	Youth and Culture in Dialogue	none	104,000.00
PT	Alto Comissariado para a imigração e diálogo intercultural (ACIDI)	In the Museum I see the Image of Me	2	104,014.00
ES	Ministry of Culture, Directorate General of Cultural Cooperation and Communication	Actions by the Spanish National coordination body to celebrate the European Year of Intercultural dialogue, 2008	5	235,000.00
UK	Liverpool City Council	Intercultural Capital	no	250,000.00
EE	Open Estonia Foundation	Beyond Borders	no	33,997.11
MT	Foundation Centre for Creativity	F.I.V.E. - Forging Intercultural Dialogue, Valuing Europe	4	26,000.00
CZ	Arts Institute-Theatre Institute	Together Across Cultures	6	104,000.00
LU	Ministère de la Culture	Cultures en dialogue - Culture du dialogue	no	34,782.00
IT	Ministero per i Beni e le Attivita' Culturali	"Mosaico" Melting the colours of Europe	no	252,000.00
SI	Slovenian Association of Friends of Youth	Europe at School 2007/2008 "Intercultural Dialogue"	13	34,782.00
BE-de	Ministerium der Deutschsprachigen Gemeinschaft Belgiens	"Wer bist'n du?" Kreative Auseinandersetzung von Jugendlichen mit dem Thema des interkulturellen Dialogs	1	5,200.00
PL	National Centre for Culture	European Year of Intercultural Dialogue in Poland	no	234,569.16
RO	Consultancy Centre for European Cultural Programmes	PUZZLE	no	122,000.00
LT	International Cultural Programme Centre	The European Year of Intercultural Dialogue 2008 in Lithuania	12	60,870.00
CY	Ministry of Education and Culture	European Year of Intercultural Dialogue in Cyprus: Celebrating together	1	34,782.61
DE	Bundesministerium für Familie, Senioren, Frauen und Jugend	Umsetzung des Europäischen Jahres des interkulturellen Dialogs 2008 in Deutschland	8	252,174.00
LV	Secretariat of the Special Assignments Minister for Social Integration	"Making diversity accessible: intercultural dialogue in Latvia"	1	35,000.00

Country	Project co-ordinator	Project Title	Co-beneficiaries	Grant awarded €
SK	National Public Education Centre	European Year of Intercultural Dialogue in Slovakia	4	61,000.00
IE	National Consultative Committee on Racism and Interculturalism	EU Year of Intercultural Dialogue in Ireland	no	60,000.00
GR	Greek Ministry of Culture, Directorate of Modern Cultural Heritage	Musical Dialogues	1	104,000.00
FI	Finnish National Gallery	European Year of Intercultural Dialogue 2008 Implementation in Finland	4	61,000.00
BE-fr	Ministere de la Communaute Français - Les Halles de Schaerbeek	VOISINS	none	46,000.00
BE-nl	KIF KIF VZW	Nieuw divers talent in de kunsten	none	52,600.00
DK	CIRIUS	Denmark - cultures in dialogue	2	61,000.00
BG	Ministry of Culture of Republic of Bulgaria	Our HOUSE - a Home for Our Unity in Sincere Embrace	none	86,000.00
FR	Cité Nationale de l'histoire de l'immigration	2008, Année du dialogue interculturel	2	252,000.00
AT	Verband Freier Radios Österreich	Radiodialoge - Stimmen der Vielfalt	6	87,000.00
SE	Riksteatern	Home Not Home	4	87,000.00
NL	Stichting Internationale Culturele Activiteiten	World of Love	4	113,000.00

The €3 million of grants awarded to national projects procured 29 sets of national activities. It is difficult to make judgements about the appropriateness of such an allocation. However, it compares to some €7.65 million allocated to 27 Member States to co-fund a total of 434 actions under the EYEO 2007, suggesting an average size for each action of about €17,600. Under EYID, a similar calculation gives an average of €103,235. In practice, funding for EYID national activities was allocated in approximate proportion to the size of each country, so grants ranged from €5,200 for Belgium (German speaking) to €252,174 for Germany. Of course we know that, in terms of EYID national activity, approaches varied; where in most cases there was one "project" and in other cases several (e.g. three in Denmark or eight in Germany). On the whole however, comparing the two European Years, the EYID tended towards larger projects. Another explanation for the difference may be that for EYEO national bodies were required to deal explicitly with the six dimensions of discrimination covered by the EU Treaty, providing a more structured framework within which to implement activity.

### 5.6.3 Flagship projects

Table 5.3, below lists the Flagship Projects co-funded (details of individual projects may be found at Annex 5).

**Table 5.3 EYID Flagship Projects**

Project Title	Lead organisation	EU grant awarded €
<b>AlterEgo</b>	European Union National Institutes for Culture (EUNIC), Brussels, BE	400,000
<b>Babelmed</b>	Associazione culturale Babelmed, Rome, IT	239,835
<b>Cultures from around the block</b>	Multicultural Center, Prague, CZ	276,353
<b>Diversidad</b>	European Music Office, BE	400,000
<b>Iyouwe Share the World</b>	International Yehudi Menuhin Foundation, FR	355,756
<b>Stranger Festival</b>	European Cultural Foundation, NL	400,000
<b>TATAPUME – Intercultural Dialogue Radio Campaign</b>	ERREPI S.p.A. – Radio Popolare, IT	291,304

These projects attracted a relatively large proportion of the overall budget (30.3%), clearly a strategy born of the nature and scope of the concept of ICD – i.e. the inter-EU dimension, including the need to reflect on how each country or region within Europe sees immigrants or other cultural and ethnic groups in society. The relatively large size of the projects reflects the goal to achieve a high impact on the European stage. The emphasis in these projects was on youth, but also on reaching a wide general audience, in line with the objectives contained in the Decision.

#### 5.6.4 Information and communication activities

An external contractor was appointed to take on this role and delivered an information campaign coordinated at Community level and articulated in the Member States. From a total budget of €3,922,639 allocated to "information, promotion, surveys and studies", the contract had a value of €3,227,484 (representing 32.7% of the total EYID budget). The contractor selected has a Framework Contract with DG EAC for the provision of communication services so there was no competitive tendering process to award this component of the EYID. The campaign was made up of diverse activities, ranging from the design of a logo and slogans and the creation and hosting of an internet site, to the nomination of 'Ambassadors' for the Year (comprising 15 "official" EU-level Ambassadors, together with some 90 national ambassadors appointed by Member States<sup>29</sup>). Table 5.4 , below, sets out the detailed tasks covered by these contracts.

**Table 5.4 Tasks included in contracts for information and communication services**

Work package
1. Overall elaboration, co-ordination and management of the campaign
2. Partnership building
3. Support of NCBs
4. Public relations/media work
5. Media co-operations
6. Online PR - Relaunch of remaining elements of campaign website and updating <sup>30</sup>
7. Events (Launch event, closing event, support with opening and closing events, event support)
8. Continuation of the "Cultures on my street" photo initiative
9. Ambassador Management
10. Audiovisual services
11. Art work and branding
12. Information and promotion material
13. Evaluation

The total of Part 1 and Part 2 contracts, together with the specific contract concerning the website, i.e. the total amount allocated to the external contractor for carrying out the information and communication activities of the EYID, was €3,227,484. A proportion of this was provided for in-country publicity activity to be channelled through the contractor's network of local media partners. The total amount reported by DG EAC as used for information, promotion, surveys and studies by January 2009 was €3,922,639.

<sup>29</sup> <http://www.interculturaldialogue2008.eu/418.0.html>

<sup>30</sup> Development, launch and initial period of management and maintenance of the website were covered by an additional contract.

The external information and communications contractor was monitored very closely by the DG EAC team, given the significant size of the contract. The relationship was viewed by the Commission as a close partnership and there were regular meetings (every two weeks at the beginning, every three weeks towards the end in addition to telephone conferences and daily email exchanges). A structured and explicit work plan was put in place and monthly reports provided to track expenditure profile etc. The budget was fixed in the contract, but there was some flexibility to move funds between headings should the need have arisen.

While the external information and communications contractor has achieved the targets set in agreements with the Commission, (e.g. numbers of Registered Partners, press clippings, media collaborations; and all of the events were delivered successfully), a number of stakeholders and NCBs expressed reservations about the efficiency and effectiveness of the information and communications campaign; opinions which link to the model adopted, rather than reflect negatively on the contractor per se.

The most significant concerns expressed were that the contractor did not have the expertise on ICD, or on specific needs in each Member States, to design an effective campaign. Use of local PR firms to work with NCBs did address this and appears to have worked well in most cases. However, in a number of cases it was reported that this did not work very well at all. In addition, several consultees were of the opinion that it would have been better to have de-centralised funding for publicity (on the grounds that the generic products supplied were adequate for the purpose, but could have been more localised). It was also the case, particularly for Member States outwith the "big five"<sup>31</sup> languages (Hungary for example), that they preferred to focus on their own national EYID website because material in most languages was not translated before it was posted on the central website (equally there was nothing to prevent national bodies translating material). It may also be argued that all Member States were free to apply national resources to address their own needs in such cases and that pan-EU publicity activity was not intended to replace, but rather to complement national awareness raising activity.

#### 5.6.5 Opening and closing events

The EYID was launched officially at the opening event, hosted on 7-8 January 2008 in Ljubljana, by the Slovenian Government in its capacity as holder of the EU Presidency. Similarly, the final or closing event was held in Paris under the auspices of the French Presidency on 17-19 November 2008. An allocation of €600,000 was made in the overall budget to support these two events. Both events attracted an estimated 600 participants each.

#### 5.6.6 Studies, research, civil society engagement

In addition to the main groups of activities set out above (projects, information and communication campaigns etc.), a smaller set of activities was included in the overall EYID budget for studies and

<sup>31</sup> Germany, France, United Kingdom, Italy and Spain

surveys at Community level. This comprises an estimated €300,000 for publicity activities carried out directly by the Commission; and about €500,000 for studies and surveys.

## 5.7 Management, monitoring and reporting

The table below provides a breakdown of Commission staff time involved in the implementation of the Year.

**Table 5.5 Commission staff resource for EYID management**

	FTE <sup>32</sup>
Senior staff	0.88
Administrator	1.0
Financial and administrative support	2.75
<b>Total</b>	<b>4.63</b>

SOURCE: European Commission

The Commission also noted that if tasks relating to policy follow up/longer-term policy development in the field of intercultural dialogue are taken into account, senior staff time would have to be brought up to 0.98 FTE and administrator time to 1.5 FTE, giving an overall total of 5.23 FTE. These figures for EYID may be compared with the equivalent figures for previous European Years:

- European Year of People with Disabilities 2003, 5.0 FTE
- European Year of Education through Sport 2004, 8.0 FTE
- European Year of Equal Opportunities 2007, 3.5 FTE

In the case of all three European Years it was reported that the human resources allocated were insufficient compared with the tasks required and this led to varying degrees to delays in implementation<sup>26</sup>.

Two Commission Project Officers managed the operation of the EYID: one responsible for the application and selection process for co-funded projects, and for subsequent monitoring, liaison and reporting; the other leading on communications, including managing the external public relations contractor. Both contributed to the miscellaneous day-to-day management and administration of the Year as appropriate (including organising meetings of NCBs, attending and helping to set up events etc.).

<sup>32</sup> Full Time Equivalent: the number of full-time equivalent jobs, defined as total hours worked divided by average annual hours worked in full-time jobs.

The deadline for the first call for submissions was 31 July 2007 and one Project Officer was occupied full time on this task up until the end of 2007. The focus then moved to contracting and personal contact with the successful projects (there were 36 of these altogether).

The emphasis on fewer, larger projects tended to reduce the administrative burden falling on Commission services, compared with the management effort that would have been required had funding been de-centralised (i.e. given directly to Member States). This meant more resources should be available for activities on the ground.

No interim reports were required from projects and so no interim payments were made; simply an advance (60%)<sup>33</sup> and final payment (upon approval of the final report). The first payments were processed relatively quickly given the unusually short time-scale of the activities funded (many EU-funded projects are three years).

The Final report had to be submitted within two months of the project end using the compulsory report forms<sup>34</sup>.

- Technical implementation report; and
- Final Financial Statement and list of invoices.

A range of support activities and functions were carried out by the Commission. For example, the Flagship project co-ordinators were given a briefing and the opportunity to network at a meeting in Brussels in January 2008; and they were also invited to Brussels to join the NCB meeting (in April 2008). Project visits to Flagships were also carried out by Commission staff. Visits were linked to coincide with project events wherever possible.

During the Year, meetings of NCBs were held in Brussels on 22-23 January, 9 April and 8 October, 2008. NCBs had a central part to play in the Year, but their role was drawn fairly broadly in the Decision, giving them a significant degree of flexibility. For example the NCBs had a support role for Flagships but had no contractual relationships with the Commission. The preparatory phase was used by the Commission to inform them and discuss with them what was expected during the Year, although the Commission had little influence or leverage over them to direct their actions. Projects did approach the EC project Officer responsible directly where they had questions and queries, rather than go to the NCBs/NPCs. The alternative model would have been to provide NCBs with an operating grant, but this would have diverted resources from activity. The approach adopted also meant that it is difficult to obtain any monitoring data from NCBs (a challenge also for the evaluation). However, a guidance note was sent to NCBs outlining what data they should collect.

<sup>33</sup> Relatively high (30% would be normal), but understandable given the relatively short time available for projects to “hit the ground running”.

<sup>34</sup> Annex III of Grant agreement

The approach of having fewer, larger projects, posed a challenge in terms of how to assess efficiency compared with the “normal” types of projects, making it difficult to compare the Year with previous Years for example (where projects were more conventional in size).

## 5.8 Conclusions: efficiency

### *How economically have the various inputs of the EYID been converted into outputs?*

The available evidence base does not allow the evaluation to answer the question of how well the EYID funding was spent in quantitative terms. We therefore need to turn to the qualitative evidence about the activities that were funded, as a proxy indicator, including the consideration of alternative models (i.e. in what other ways might the funding have been spent that might have resulted in a better outcome).

The approach adopted in terms of concentrating limited resources on a relatively small number of co-funded projects (seven transnational Flagships and 29 National Projects), while relying on Member States to develop and support their own tranche of relevant activities, appears to have been a sensible and pragmatic route to pursue, ensuring the implementation of a balance of both national and EU-level activity..

National activity was subject to an approval process and in general the grant funding produced an appropriate and well thought-out set of activities, noticeably reflecting national capacity, needs and priorities. However, in some cases feedback from consultees suggested clearer guidance, even extending to an indicative set of activities, would have made it easier to put in place a stronger set of activities in a small number of Member States. In this sense, we see the tension between setting broad objectives (it was quite commonly commented by stakeholders and NCBs that these were drawn too widely) and giving Member States the freedom to design activity appropriate to their national contexts.

The inclusion of relatively large, trans-national Flagship Projects was an innovation, and fitted well with ICD objectives (in that ICD intrinsically carries an expectation of trans-nationality), although in one case the large size of the project budget did not sit particularly comfortably with the nature of the civil society organisations in the relevant sectors (which attach value to grass-roots, local or small-scale activities). Nevertheless, the majority of the Flagships achieved their objectives and may be viewed as a useful indicator that projects of this scale and in this thematic sector are viable.

In terms of the information and communication component, it is difficult to offer any judgements on whether or not the amount of resources spent was appropriate to the task. We do know it was roughly in line with the preceding European Year. Also, in common with the EYEO 2007, some stakeholders and NCBs were sceptical of the centralised approach, and would have preferred to have had control over decentralised budgets for PR activities for example. However, the provision for NCBs to work with local media sub-contractors appears to have worked well in the majority of

cases, although it was clearly a significant challenge in others; largely it appears because of misunderstandings or disagreements over proposed activity and lack of clarity about funding. On balance, our view is that a fully de-centralised approach would have risked reducing the impact and the “dual” approach adopted was therefore appropriate. Crucially, if NCBs felt that additional publicity activity was required they had the option to fund this themselves from national resources (there are several cases of this, for example in Austria, Poland, Denmark and Spain).

***Was the preparation and management of the implementation of the Year efficient?***

The evidence suggests that processes were timely, efficient and effective. NCBs and stakeholders were very satisfied with DG EAC's management of the Year and the support provided. Although the processes for procuring national and Flagship projects were carried out efficiently (a major success given the limited timescale), there is some evidence that Flagship Projects in particular had very little time to organise themselves between grant award and project launch.

The preparation phase emerges as an important component as witnessed by the experience of one of our case studies, Ireland, where discussions about how best to approach the Year began relatively early and involved a wide range of actors and policy areas. But preparation also concerns context; so we need to recognise that some countries with long-standing experience of multi-culturality and related interventions were more engaged with the agenda from the outset; whereas others had more limited experience and took time to develop their own relationship with the Year. The consultation evidence suggests that for these countries a more intensive or longer preparatory phase would have been beneficial, perhaps together with stronger direction concerning the types of activities expected of them.

***To what extent are the budget of the Programme and the human resources deployed for its preparation and implementation commensurate with its intended outputs and outcomes?***

The total budget allocation of about €10 million allowed the co-funding of seven Flagship and 29 National Projects. About €3.34 million was spent on the centralised information and communications campaign and associated outputs.

Flagship projects were supported with average grants of about €338,000. It is difficult to assess whether this level of funding is appropriate since the parameters set comprised a budget of €2.4 million with a target number of projects of between eight and 10<sup>35</sup>. However, given that a relatively large numbers of partner organisations were involved in the projects (between eight and 11), activity took place in several countries (and we know that trans-national activity can be more expensive than national activity), and a large number of applications was received (300 or twice the number forecast) we conclude that the budget allocated was appropriate (for example if the indicative budget on offer per project had been too high to be manageable or too small to be useful, the response to the Call would have been much weaker).

<sup>35</sup> Open Call for proposals DG EAC/07/07 EYID 2008 2007/C 78/09 11.04.2007

In terms of National Projects, the budgets available to each Member State were set in advance, so it is difficult to assess whether these allocations, or the overall allocation was appropriate. As a benchmark, some €3 million was allocated to national EYID activity compared with the €7.65 million allocated to Member States under the EYEO 2007.

We conclude that the deployment of human resources in the Commission proved sufficient, based on the high degree of satisfaction with management of the Year amongst consultees (this is of course based on the assumption that inadequate resources would have led to stresses and strains which would have fed through into poor management visible to participants and stakeholders). Feedback from Commission interviewees does however suggest that the FTE allocation of 4.63 may be an underestimate of actual time spent by staff on delivery of the Year.

## 6.0 Effectiveness

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### 6.1 Evaluation questions

- ▶ Were the activities funded relevant to the objectives of the programme?
- ▶ To what extent has the EYID 2008 been successful in achieving the intended outputs, results and impacts?
- ▶ To what extent has the EYID 2008 produced unintended results (positive or negative)?
- ▶ To what extent has the EYID 2008 been successful in attaining the objectives set (general, specific and operational)?
- ▶ To what extent was the structure of the programme (in terms of pan-European and Member State roles and activities) appropriate to the objectives of the Year?
- ▶ To what extent is the external contractor model cost-effective?
- ▶ To what extent has the EYID 2008 produced an impact on the perceptions of young people?
- ▶ To what extent has the EYID 2008 reached out to disadvantaged social groups?
- ▶ To what extent has the Year mobilised stakeholders at European level and within Member States?

It is useful at this point to set out the objectives of the Year:

Global objectives:

- Demonstrate ICD (what is it, what works and why)
- Have an impact on views and attitudes of a large number of people
- Have an impact on policy makers
- Set in motion a sustained process of ICD-related activity
- Promote a deeper, more structured dialogue with civil society
- Help provide citizens with intercultural competences

Specific objectives:

- Raise awareness of the importance of the ICD concept, targeted at the general public (especially young people)
- Raise the profile of Community programmes that contribute to ICD
- Identify and disseminate best practice and innovation
- In the field of education and in the media, stimulate and draw attention to the roles these play in the development of mutual understanding between cultures

Operational objectives:

- Promote ICD through events on a European scale
- Promote the objectives of the EYID on a national and regional level
- Disseminate the key messages concerning the objectives of the EYID and the recognition of best practices
- Assess and report on the preparation for, and the effectiveness and impact of, the EYID

## 6.2 Evidence available and method adopted

The evidence base available comprised:

- Baseline information and data on the projects and activities (EU co-funded national activity, centrally funded activity and Flagship Projects);
- Feedback from 22 NCBs in response to a request for information about activities additional to national co-funded projects;
- Case studies in Ireland, Spain, Cyprus and Romania;
- Interviews with stakeholders;
- Interviews with two Flagship Project coordinators;
- 20 Technical Implementation Reports or TIRs (the final reports on EU co-funded national project activity);
- Online surveys of direct participants, Registered Users, and Logo Users.

One of the key evaluation questions above is:

► To what extent has the EYID 2008 been successful in achieving the intended outputs, results and impacts?

While it was not feasible within the constraints of the evaluation to collect and analyse detailed information for all Member States, we do know enough about a reasonable number of countries to provide a picture of the range of activity across Member States, to identify general patterns, and to provide an assessment of the relevance of activity (for example in terms of level, range and quality of national responses to the opportunities provided by the EYID).

The analytical process or framework upon which the response to this question is built comprises three building blocks through which we seek to understand and assess effectiveness:

**A: Contextual indicators**

**B: Activities, outputs and results**

**C: Indicators of lasting effects and potential impacts**

The product (real impacts) is very difficult to identify or measure, for several reasons. However we can identify contextual factors that are likely to influence activity and therefore national responses and outcomes; together with those outcomes that are most likely to lead to lasting impacts.

We now review in turn:

- The relevance of the activities to the objectives;
- The nature of outputs, results and impacts by intervention type;
- Achievement of general, specific and operational objectives;
- How the design and structure of EYID worked;
- Effects on specific groups – youth, stakeholders and disadvantaged groups.

### **6.3 Relevance of activities funded**

#### **6.3.1 Flagship projects**

Table 6.1, below, summarises the content of the Flagship projects, while the fiches for individual projects at Annex 5 provide more detailed information.

**Table 6.1 EYID Flagship Projects**

Project Title	Topic/theme	Lead organisation	Other participating countries
<b>AlterEgo</b>	Competition for young people (14-18) to produce pictures, video clips on imagining being born in another country.	European Union National Institutes for Culture (EUNIC), Brussels, BE	29 art and culture institutions as partners in 22 EU countries: AT, BE, FR, CZ, DK, EE, FI, DE, GR, HU, IR, LV, LT, LU, PL, PT, RO, NL, SL, SE and UK
<b>Meeting the Other – Borders, Identity and Cultures (Babelmed)</b>	Giving greater visibility to migrant experiences in the media – using cultural expression to combat prejudice. Targeting young journalists and artists.	Associazione culturale Babelmed, Rome, IT	Co-organisers and activity in IT, FR, ES, BE and DE.
<b>Cultures from around the block</b>	Seven local projects for children producing a range of media items (photos, films, audio recordings) to portray their local neighbourhood	Multicultural Center, Prague, CZ	Co-organisers in UK, DE, SL, PL, RO and BE
<b>Diversidad</b>	Creation of a digital platform where artists can create and share songs, recording of a European hip-hop single. Urban culture, youth.	European Music Office, BE	Co-organisers Diversite, FR; MICA Music, AT, and activity in Austria, France, Spain, Germany, Sweden, Belgium
<b>Iyouwe Share the World</b>	Interactive work with primary school children, by artists from different cultures (story-telling, visual, dancers, musicians), to highlight cultural diversity in Europe. Closing concert, production of pedagogic tools.	International Yehudi Menuhin Foundation, FR	Co-organisers from PT, IT, HU, UK, FR, DE and BE. Target group: seven primary school classes, 175 children.
<b>Stranger Festival</b>	Video workshops for young people (15-25) from diverse backgrounds, producing self-made films on personal and collective experiences, to share at a festival and online.	European Cultural Foundation, NL	31 co-organisers from UK, NL, IL, SI, ES, FI, PL, SE, GR, TU, IR, DE, RO, SK and BE.
<b>TATAPUME – Intercultural Dialogue Radio Campaign</b>	Radio campaign (70 broadcasts, ten per country) to promote dialogue between people, through highlighting Europe's migratory history and the benefits it brings.	ERREPI S.p.A. – Radio Popolare, IT	Seven co-organisers from AT, FR, IR, IT, HU, SL and ES

All but two of the flagship projects (TATAPUME and possibly Babelmed<sup>36</sup>) had children and young people as the target audience. The majority were artistic and cultural in nature, with the theme of sharing cultural experiences in order to learn about “others”, but also to provide lessons for practitioners. The intended European added value was largely rooted in mechanisms for exchange of experiences and bringing together contributions from a range of countries to a single platform or meeting place (websites, but also concerts, awards ceremonies etc.). Projects were selected on “strengths in European dimension”, reach (number of people), education, sustainability and trans-sectoral approaches. In all, some 87 organisations are involved in addition to the seven lead organisations, making nearly 100 in total. Organisations from all EU Member States are represented with the exception of Bulgaria.

Qualitative information on the objectives and themes addressed by each project, together with actual activities carried out and “spaces” where activity took place was provided by the Technical Implementation Reports (TIRs) provided by the Flagship Project coordinators to the European Commission (five were available of the seven). A summary of this information is presented at Annex 6.

We can see from this summary of actual activity that trans-nationality was achieved through partnerships across a large number of countries; creativity (music and other arts but also film-making) was the primary vehicle for bringing people together so that they could better understand people from different cultural backgrounds; and that outputs typically comprised CDs, DVDs including making available songs and films on new media such as MySpace. The majority of organisations involved were NGOs, informal education providers and cultural enterprises, many with fewer than 10 employees and focusing on children and young people, minorities and disadvantaged communities.

“Diversidad” and “Stranger Festival” appear to have been the most active in terms media promotion. In the case of “Radio Popolare” a series of ten 20-minute radio programmes was broadcast during the Year in the seven participating countries (70 altogether). These are still available on the project website. In the case of “Cultures from Around the Block” the media was also used and a website and documentary film created. No TIRs were available for the Flagship Projects “I You We” and “Alter Ego” at the time of drafting this report. The “Alter Ego” project website<sup>37</sup> presents some 1,600 competition entries (images, music, short films etc. created by young people), including the 44 winners, although it provides little detail on the follow-up touring exhibition that was planned for January-March 2009. The “I You We” project website<sup>38</sup> presents content gathered during the project through working in schools (in this case art works and stories). A key output was the “share the World” concert held in Brussels on 3 December 2008. From this review we conclude that the Flagship Projects supported delivered a set of activities relevant to the objectives of the Year.

<sup>36</sup> Which targets young journalists however

<sup>37</sup> <http://www.alterego-europe.eu/>

<sup>38</sup> <http://www.iyouwesharetheworld.eu/>

### 6.3.2 National projects

A summary of the qualitative information available on national activity is presented at Annex 7, compiled from the Technical Implementation Reports (TIRs) that each Member State was required by the conditions of EU grants to provide to the European Commission<sup>39</sup>.

This detail demonstrates a strong emphasis on highlighting to the general public the reality of cultural diversity and its value (and potential value) to each Member State. The aim was typically to raise awareness of cultural diversity (with the underlying goal of changing social attitudes), and often to stimulate a positive discourse on diversity, in particular within the context of migration, as well as to bring about more positive engagement with the media.

Whilst all countries have these aims in common, the objectives articulated by each country demonstrated divergence in terms of the depth and range of activity envisaged to contribute to the achievement of objectives. So while the aim for some countries (those with relatively limited experience of multiculturalism) was primarily to celebrate diverse cultures through simply exposing the general public to different cultures and traditions (mainly in the form of “one-to-many” type activities), others exhibited a stronger focus on specific areas (notably education) and included explicit objectives concerning the provision of opportunities for dialogue (i.e. exchanges between individuals from different cultural backgrounds) and an emphasis on exploiting existing networks, organisations and projects.

The differences described above fed through into the types of national activities selected for implementation. Where the main aim was to raise awareness in a context where familiarity with the cultural diversity agenda is low (e.g. countries with small immigrant populations or only relatively recent experience of demographic change), activities tended to comprise large-scale artistic and events such as concerts, festivals and performances. This may also reflect the relative lack of governmental and civil society capacity in those countries to engage with and deliver alternative types of activity. Where the need within the national context to convey a message about the existence and value of cultural diversity is not so relevant (e.g. those states with a longer history of immigration and/or well developed governmental and NGO capacity to deliver projects), activities tended to be more interactive and focused on clearly defined outcomes, often where the process for participants (or interacting with others) was as important as the final products.

Some examples are given below to illustrate the different types of approaches adopted:

<sup>39</sup> Some 20 such reports were available to the evaluators. Reports from the following countries were not available to take into account at the time of drafting the evaluation report: Belgium (FR), Belgium (DE), Estonia, Spain, Greece, Ireland, Luxembourg, the Netherlands and Poland.

In **Bulgaria, Lithuania, Malta, Italy, Hungary** and the **Czech Republic** the aim was to raise awareness of cultural diversity and increase knowledge of it within the country, with a view to strengthening intercultural awareness and promoting cultural pluralism. This was realised through events and information products covering a very large number of aspects of culture including cuisine, heritage, architecture, music, cinema, theatre and literature. Notable by its absence was any explicit aim to target practitioners and stakeholders.

In **Austria** the general message was the same – to bring the value of cultural diversity to the attention of the public at large – but in this case a focus during the first half of the year on achieving visibility was followed up by a portfolio of projects addressing specific aspects, in particular multilingualism, work in schools and political and media literacy.

**France, Germany** and **Ireland** sought to address a wider range of themes: covering culture, education, sport, migration, religion and minorities with Ireland also including public service provision, community participation, business and a series of cross-cutting themes (women, young people, north/south and EU/international focus). One distinctive feature of the aim articulated for the Year in France was the component of debate and discussion, based around cultural and artistic activities and attempting to promote reflection, at various levels in society, on the position and perception of those who are “different”. In this case, again perhaps uniquely, physical and mental disability was included within the scope of “difference”.

In **Cyprus** the aim was to establish ICD as a primary educational goal and this was manifest in a strong focus on schools (both teachers and pupils). In **Latvia** too, within a general aim to raise awareness of cultural diversity, there was a particular focus on schools and universities. The approach in **Slovakia** also reflected the norm for the Year of prioritising activities in schools, but there was also a strong element of common European citizenship and shared culture, together with an emphasis on supporting local grass-roots activities and achieving coverage across the whole country.

**Finland** and **Portugal** both had the aim of promoting museums as places of intercultural dialogue and as key resources for the exploration of identity, with a particular emphasis on children. In Finland activities were also widened to encompass inter-faith dialogue (something not seen in the same way in any other country), immigrant writers and intercultural competences in schools.

In contrast, the objectives contained in the approach in **Denmark** appeared to take cultural diversity “as read” (and that it is a positive element in society and the economy), and focused more on the dialogue aspect, which was addressed through three very specific projects designed to create opportunities for interactions between individuals from different backgrounds in the process of carrying out the relevant activity (making short films, co-writing new music and providing physical spaces, public benches, to stimulate dialogue about interculturality).

In the **UK** the aim was to explore interculturalism, and to give the Year high visibility by linking activities to the European Capital of Culture programme in Liverpool. The focus was

on practical activity much of it at community level and based on existing networks and projects. Community cohesion was the focus the intention being to find practical ways to address the issue of ICD on the ground.

### 6.3.3 National activity (not part-funded by the EU), including information and promotion campaigns

One of the main challenges to the evaluation was the enormous range and variety of activity that took place during the EYID, but which was not directly funded by it. This was envisaged and may also be seen as one of the strengths of the Year; to provide Member States with the framework within which to pursue activities and priorities relevant to their own national contexts.

Given the limited resources available, the evaluation could not collect, analyse and present comprehensive, detailed information on the full range of additional activities in all Member States. It is also difficult to disaggregate co-funded national activity from additional national activity, given the inevitable (and indeed potentially desirable) synergies between them.

However, information was available in varying degrees of detail from a number of countries (in particular four case study countries Ireland, Romania, Spain and Cyprus, plus information provided by 22 NCBs during the period November 2008 to March 2009 via an e-mail questionnaire). This does allow us to map and build a picture of additional activity which is, overall, broadly indicative of the Year.

This mapping, presented in Annex 8, provides a number of key indications of relevance, including the balance of categories of activity, and allows us to introduce a discussion of context and an exploration of why certain countries followed certain approaches. This in turn allows us to build a typology of approaches, albeit based on a sub-set of countries and varying quality of evidence, but which nonetheless may be regarded as a useful way to structure our analysis in that it captures the bulk of the range of national responses.

The information in Annex 8 demonstrates that a significant and varied volume of activity was implemented in Member States, which was not part-funded by the European Commission. Overall, the response was impressive.

The amount of national **funding** applied to NCB activities shows a large variation: Austria provided some €3 million and France provided €2 million for projects. In terms of NCB activities Denmark provided about €500,000, Slovenia €350,000, Portugal about €300,000, Greece €172,400, Poland €141,950, Estonia €86,000, Bulgaria €75,000, Ireland €62,700 (plus another €80,000 for the anti-racism week), Spain €24,640, Hungary €10,000, Lithuania €9,000 and Slovenia €6,000. In the Czech Republic, Slovenia, Hungary, Finland and the UK no dedicated funding was made available to NCBs. However these countries did manage to organise a number of activities using funding from other public sources and partner organisations (European Capital of Culture in the UK for example). Despite having no specific NCB funding in Finland, some 19 activities were nonetheless organised under the umbrella of the NCB. The lowest level of NCB-led activity outside of national projects appears to have been in Latvia, the Czech Republic, Slovenia, the UK and Hungary.

In terms of **activities organised by NCBs** with an element of government funding some 3,000 were reported for 20 Member States, suggesting an estimated 4,350 if this figure is extrapolated for all 27 countries. While additional activities that came under the direct remit of NCBs were relatively straightforward to identify and report, **additional activities** that took place in Member States but which were outwith the control of the NCBs are much more difficult to quantify. However most of the 20 Member States that replied to the evaluator's questionnaire were able to provide estimates (often very tentative or in the form of ranges), which together indicate something like a minimum of 2,500 such activities, or 3,600 if this figure is extrapolated for all 27 countries.

Both these numbers are likely to be significant under-estimates. It is also difficult to make a clear distinction between activities under this category which were additional and prompted by the advent of the Year, from those that simply happened to be occurring at the same time as the Year was in effect. Taking the two categories together (NCB plus other additional activity) provides a conservative estimate or base-case scenario of about 8,000 national activities. Assuming that, as the majority of NCBs asserted, the number of activities was likely to be larger than their own estimates, we may suggest a range of 8,000 to 10,000 activities.

In terms of **spending on information and communication activities**, it is difficult to separate the amount of national government funding applied from the EU funding provided through the external media contractor and its sub-contractors. However significant government spending on these activities was identified in Austria (€1 million), Poland (€90,000), Denmark (€50,000) and Spain (€25,000).

NCBs were also asked to report on information and communication activities and the feedback on this aspect of the Year shows that in a small number of countries (Czech Republic, Finland, Sweden, Latvia, UK, Hungary) these activities were focused on the national project and no separate funding was available, apart from the EU contribution routed through the external information and communications contractor. In the small number of countries where we know significant additional national funding was applied to these activities the following outputs were identified:

**Austria** was one of the few countries (along with **Ireland, Cyprus, Bulgaria, Estonia and Germany**) to achieve media cooperation with the national broadcaster. It was far more common to have a set of web and print-based activities (including leaflets and banners as well as more substantive newsletters as in **France and Poland**); although features in national newspapers were carried in **Austria, Cyprus and Poland**. Reports of collaboration with local media (newspapers and TV) were far more common than those at national level. In most cases websites appear to have been primarily aimed at dissemination (i.e. one-way communication, although this is difficult to verify), while in **Denmark** the national website was intended as more of a platform for information exchange.

Where activities were funded by grants made via the Commission's external information and communications contractor, or where insufficient information is available to determine whether an element of government funding was involved, we can identify the following

examples of what appears to have been particularly intense activity based on the numbers of participants claimed:

In **Bulgaria** 29 national and local TV slots reaching an estimated 230,000 people; 63 radio slots reached about 165,000 people; there were 80 newspaper clippings; 209 Internet references representing an estimated 1,011,700 users; 12 publications (catalogues) with 23,000 copies produced altogether; 35 other printed materials (posters, flyers, books of materials, programmes, billboards) reaching an estimated 303,700 people; and 10 movies and websites with an audience of 2,780. In **Estonia** information about the year, including the opening event was presented via the main TV and radio channels and there was coverage during the year on radio and in national and local newspapers. In **France** the national website (funded by the Ministry of Culture) had 28,817 visitors up to January 2009, or 80,932 page impressions. Some 7,000 copies of a brochure were produced detailing EYID activity in France and this was distributed at the European closing event for the Year as a whole in Paris. Promotional material was distributed to the public via various routes including universities and municipalities. In **Germany** seven special TV programmes were broadcast together with interviews from the events patronised by the EYID ambassadors. There were five media cooperation partnerships achieved with Medien Deutsche Welle, Hürriyet, radiomultikulti, La Gazette and Russian Media of Werner Group in Germany.

Taking all the evidence set out in the preceding sections, Table 6.2, below, was developed to provide an overview of the patterns of types and focus of national activities (NCB, other and information and communications-related), which in turn allows an overall assessment of relevance to be made. This table relates mainly to the non EU-funded component of the Year, but given the often close relationship with national projects, it is not always possible to separate the two strands of activity.

What the table suggests is a predominance of activity under the arts and culture heading, generally strong performance in terms of information, communications and publicity, and significant variability between Member States with some such as Ireland, Germany, Austria, Denmark and Poland covering a wider range of headings and others (including the Czech Republic, France, Romania, Hungary, Greece, Italy and Lithuania) focusing primarily on the arts and culture and publicity components, but with less evidence of activity in terms of public services, organisational support, and communities and sport.

We conclude that the activities carried out at the national level without EU co-funding were, on the whole, relevant, albeit with a bias in favour of artistic and cultural events. In the majority of countries, efforts were made to engage the general public through publicity, in line with the objectives of the Year.

**Table 6.2 Summary assessment of activity types in 22 countries**

Category	Total national funding support in € (not including grant via the external media contractor)	Arts & Culture	Thematic discussion events and research	Media co-operation	Public services and development of new policies	Organisational and systems development and capacity building	Community participation and sport
<i>Examples</i>		<i>Festivals, concerts, exhibitions, films, poetry, theatre, competitions</i>	<i>Conferences, seminars, debates, declarations, research reports, consultations</i>	<i>Radio and TV programming, print, web, press conferences</i>	<i>Education, health, equality</i>	<i>NGO support networks, civil society, new government bodies, consultative committees</i>	<i>Includes “weeks” and “days”, schools</i>
<b>Austria</b>	4,000,000	4	3	5	4	4	4
<b>Belgium (NL)</b>	N/A	4	2	2	2	3	2
<b>Bulgaria</b>	75,000	4	3	4	1	1	2
<b>Cyprus</b>	N/A	4	2	5	5	2	2
<b>Czech R.</b>	0	2	2	2	1	3	1
<b>Denmark</b>	550,000	4	3	4	3	2	2
<b>Estonia</b>	86,000	4	3	4	1	1	1
<b>Finland</b>	0	4	3	2	2	3	2
<b>France</b>	2,020,000	5	4	4	1	2	1
<b>Germany</b>	N/A	4	4	5	3	3	4
<b>Greece</b>	172,434	5	1	4	1	1	3
<b>Hungary</b>	10,000	3	1	4	1	1	1
<b>Ireland</b>	142,700	4	4	4	4	4	3
<b>Italy</b>	N/A	3	2	3	1	1	1
<b>Lithuania</b>	9,000	4	3	3	1	1	1
<b>Poland</b>	141,950	5	4	3	4	2	1

<b>Portugal</b>	300,000	4	3	4	2	1	2
<b>Romania</b>	N/A	4	2	1	1	1	3
<b>Slovakia</b>	5,600	4	3	4	2	1	1
<b>Slovenia</b>	400,000	4	4	4	1	1	3
<b>Spain</b>	49,640	5	2	2	1	1	1
<b>Sweden</b>	23,770 <sup>40</sup>	4	4	2	1	1	1
<b>UK</b>	0	3	2	2	3	2	3

5: Strong/dominant level of activity  
4: Significant type of activity  
3: Moderate level of activity  
2: Some activity  
1: No evidence of activity  
N/A Not available

<sup>40</sup> Represents additional match funding for the national project (i.e. more than the 50% required by the EU) provided by the NCB (Swedish Ministry of Culture).

### 6.3.4 The role of context

Clearly the findings set out in the previous sections reflect in large part the role of context in determining how each Member State responded to the opportunity offered by the Year as manifested in the funding applied, themes addressed and scope and range of activity. Given this diversity it is important to explore further these national contexts and specifically to break them down into a series of factors. Table 6.3 shows the main contextual factors that were identified:

**Table 6.3 Contextual factors affecting delivery of the EYID in Member States**

PREPARATION	CULTURAL AND DEMOGRAPHIC SETTING	INSTITUTIONAL STRUCTURES	GOVERNMENT POLICIES AND ACTIVITIES	CAPACITY
Timing	Demographic composition	Responsibilities for ICD issues	Organisations	Status of civil society, size and scope of the Third Sector
Existing research and data	History	Choice of NCB	Projects and programmes	
Key players	Cultural attitudes	Extent of high-level support	Public funding available	Projects, activities and networks
	Specific challenges		Themes addressed (and gaps)	Private funding and sponsorship
	General public awareness of diversity			Themes addressed (and gaps)

Source: ECOTEC

Some examples may help to illustrate the influence of these factors:

#### 6.3.4.1 Preparation

In **Cyprus**, as in many countries, the preparatory phase involved the development of a form of national committee made up of representatives from government, civil society, teachers' organisations, trade unions, tourism organisations, cultural operators and local administrations. The challenges of the two major communities living there – Greek and Turkish (18% of the population and Muslim) – was acknowledged. In **Denmark**, preparation started with a stakeholder event attended by some 150 people to generate ideas for the Year. Subsequently, a Steering Group was set up to assist the NCB, which included representatives from government, NGOs and an academic expert.

Several countries operated a system of calls for proposals for projects relevant to the Year. In **Estonia** this process was run jointly by the Government and the Open Estonia Foundation, and resulted in 12 funding grants being awarded. In **France** a major exercise

was organised to identify appropriate projects, resulting in 500 initiatives being delivered across the country, 200 of them benefitting from €2 million of funding. These were assessed against six objectives set for the Year. Similarly, in **Hungary** the approach adopted was to open a call for proposals, which resulted in 40 initiatives being selected; however in a sense the Year relied on bottom-up activities that were able to bring their own resources to bear. Co-ordination was the responsibility of the Cultural Contact Point (Kulturpont Iroda) which was established in 2000 in relation to the EU Culture Programme.

#### 6.3.4.2 *Demographic changes*

In several countries different demographic developments were informing wider policy frameworks and the specific response to the Year. In **Ireland** between 2002 and 2006 non-Irish nationals increased by 87% accompanied by an increase in religious diversity. Several years ago government policy recognised that this was not only a temporary phenomenon and that Ireland had changed for ever, bringing a need to take better account of the needs of everybody living there. **Austria** had a history of guest workers from SE Europe (i.e. those who it was presumed would return home at some point), but also experienced a major inflow of people in the 1990s following the collapse of the Iron Curtain, placing a burden on schools in particular for example. Once again, government thinking now recognises that a "homogenous past" has gone and migrants are "here to stay", requiring a corresponding step-change in policies and approaches. In **Belgium (Flanders)** about 15% of the population has a minority cultural or ethnic background. One of the aims of recent government policy has been to translate this reality into policies to reflect the diversity of the population by targeting under-representation on management and advisory bodies, in volunteer work and on juries. In **Bulgaria** interculturalism is very much a new concept, with little in the way of pre-existing policy frameworks and government involvement, also reflecting the comparatively small immigrant community with inflows from other EU countries being relatively recent. Similarly, in the **Czech Republic**, the concept of ICD is new in that national context and its relevance, as in Bulgaria was seen in terms of arts and culture.

#### 6.3.4.3 *Institutional structures*

We have seen that institutional structures played a role in determining how the Year played out in each country – in the majority of cases the NCB was located in a culture and/or education ministry, increasing the likelihood of a focus on culture, arts, heritage and schools during the Year (as indicated by Table 5.2, above, for national projects). In several cases however there were strong indications of cross-government approaches. In **Austria** the former ministries of education and culture had been combined prior to the Year, and furthermore a specific unit within the new ministry was set up to cover "migration, intercultural dialogue and language policy". In **Hungary** a committee was set up to facilitate cooperation between the ministries of foreign affairs, labour, integration and education; and in **Ireland** special units were established within the majority of the relevant national ministries. In **Italy** too a special link was created between ministries and these were involved in the communications campaign.

#### 6.3.4.4 *Capacity*

In terms of capacity to deliver relevant projects under the banner of the Year there is evidence that the relatively underdeveloped nature of the Third Sector in some countries (in several New Member States for example) explains at least in part differences with old Member States which have had much longer experience of inter- and multi-cultural concepts and activities, which together with a generally stronger Third Sector meant it was more likely that suitable EYID projects would be brought forward. In **Hungary** it was a specific aim of the Year to develop capacity in this respect and create a better environment for participation. A relatively small core of NGOs exists in Hungary (those working under EU funding programmes) but there is a need to nurture others, especially in the field of ICD. In **Romania** and the **Czech Republic** this was also a significant issue – making it difficult to identify and engage with potential delivery partners. By way of contrast, in **Finland**, strong pre-existing networks meant that activities could make a "flying start".

We conclude from this analysis that while the majority of activity carried out by NCBs was relevant, national context can explain a significant proportion of the variations seen in the depth and breadth of national responses.

#### 6.3.5 Centralised activity

Table 6.4, below, presents a list of centralised information and communication activities implemented during the Year.

**Table 6.4 List of centralised EYID activities**

Date	Place and event
04/12/2007	Brussels - Media campaign launch of the European Year of Intercultural Dialogue
07-08/01/08	Ljubljana - Official Launch of the European Year of Intercultural Dialogue
11/02/2008	Berlin - Conference "Synergy by Diversity"
12/02/2008	Brussels -Opening of European Parliament film season on Intercultural Dialogue
05/03/2008	Brussels - Debate "Migration and Integration" Integrating conversations: the impact of migration on Intercultural dialogue"
12/03/2008	Brussels - 50th Anniversary of the European Parliament
14-16/03/08	Bucharest - Conference e-Twinning – Promoting Intercultural Dialogue
25/03-30/06/2008	Throughout Europe - Spring day for Europe 2008 around the theme 'Bridging cultures through dialogue'
02/04/2008	Brussels - Debate "Negotiating differences. A responsibility of artists and cultural institutions"
10-12/04/08	Ljubljana - conference "Europe, the World and Humanity in the 21st Century, Dialogue in Culture – Dialogue between Cultures, 2008"
18-20/04/08/	Ljubljana, Brdo - Presidency Youth Event on the importance of promoting intercultural dialogue
24/04/2008	Brussels - Conference on "Migration Literature" – Writing in a second language
28/04/2008	Brussels - European Youth Jazz Orchestra Concert for 2008 EYID
05/05/2008	Brussels - High level meeting of religious leaders
09/05/2008	Throughout Europe - Europe Day - Activities by EC Representations
13/05/2008	Ljubljana - "Cultural Policies and Practices in EU foreign relations"
14/05/2008	Brussels - Debate "Active citizenship to bridge interreligious divides"
04/06/2008	Brussels - Debate "Couscous culture : is that what intercultural dialogue in the workplace is all about?"
05-06/06/08	Oslo - Informal conference of European Ministers of Education "The institutional foundations for dialogue and respect "
07/06/2008	Brussels - Open Days of the European Institutions
12/06/2008	Durham - Europa Nostra Awards Ceremony - EU-Prize for cultural Heritage

Date	Place and event
13/06/2008	Brussels - 2008 EYID Concert on the Grand Place Closing event of Slovenian Presidency
24/06/2008	Brussels - Press conference Thalys and EYID
23-24/06/2008	Zagreb - Jean Monnet Conference on intercultural dialogue
27-28-29/06/08	Brussels - Couleur Café Festival
04-06/09/08	La Rochelle - Presidency Event on Active European Citizenship and intercultural dialogue
10/09/2008	Brussels - Debate "Multilingualism - a bridge or a barrier for intercultural dialogue?"
12-13/09/08	Brussels - European Festival of Intercultural Dialogue
16/09/2008	Brussels - European Roma Summit
17/09/2008	Brussels - Football for Diversity
25/09/2008	Brussels - 2008 EYID photo competition awards ceremony
01/10/2008	Brussels - Debate "Education - ready for the intercultural challenge?"
13-14/10/08	Berlin - Conference "Moving Beyond Mobility: Intercultural Learning through Youth Exchange"
23-24/10/2008	Brussels - European Heritage Forum with focus on intercultural dialogue
25-26/10/08	Berlin - Prix Europa - festival of short video clips produced by ELIA art schools
03-09/11/08	Brussels - European Youth Week 2008
05/11/2008	Brussels - Debate "Talking our way out of trouble: how media debate can combat intolerance"
11/11/2008	Brussels - expert seminar "Intercultural dialogue: a challenge for faiths and convictions?"
17-19/11/08	Paris - European closing conference "New perspectives for intercultural dialogue in Europe"
26-27/11/08	Brussels - Committee of the Regions General Assembly and Forum on Intercultural dialogue
05/12/2008	Brussels- 2008-2009 European Years handover concert

In terms of the centralised media awareness campaign, managed by the Commission's external media contractor, the aim was to reach as many people as possible across the EU.

The main channels used were online and print media rather than TV and radio, because it is easier to access and use the former.

## 6.4 Achievement of outputs

### 6.4.1 National projects

Table 6.5, below, was compiled using the Technical Implementation Reports (TIRs) that each Member State was required by the conditions of EU grants to provide to the European Commission. Some 20 such reports were available to the evaluators. Reports from the following countries were not available to take into account at the time of drafting the evaluation: Belgium (FR), Belgium (DE), Estonia, Spain, Greece, Ireland, Luxembourg, the Netherlands and Poland.

**Table 6.5 Summary of quantitative information on National Projects**

Member State	Funding amount	Total participants Estimated		Quantities reported								
		Direct	Indirect	EG	EP	NO	LT	MT	Ws	DV	RS	NP
AT	87,000	40,650	0	8	1	1	0	0	1	0	1	0
BE-nl	52,660	1,650	0	17	35	1	6	0	1	4	1	0
BG	86,000	1,937	202,642	41	3	2	3	3	2	4	4	1
CY	34,782	12	12	17	12	1	1	1	1	6	3	1
CZ	104,000	0	0	26	20	3	0	1	3	0	2	0
DE	252,174	48,277	0	336	80	0	5	0	40	2	1	0
DK	61,000	550	0	3	2	2	0	0	1	1	0	0
FR	252,000	49,784	0	15	3	0	2	0	2	2	3	0
FI	61,000	5,737	129,993	33	65	2	0	0	4	2	5	1
HU	104,000	49,853	243,991	40	3	0.5	0	1	1	0	1	0
IT	252,000	2,060	0	17	11	0	0	2	1	2	0	0
LT	60,780	15,521	1,638,183	15	15	2	3	3	6	1	1	0
LV	35,000	2,663	2,950	3	2	0	4	0	0	0	1	0
MT	26,000	200	0	43	1	1	1	0	1	5	0	0
PT	104,014	60,370	0	0	0	0	0	10	1	3	0	0
RO	122,000	11,486	67,751	29	18	2	1	2	1	7	58	0
SE	87,000	27,905	4,914	75	6	2	0	1	1	1	0	0
SI	34,782	19,473	3,000	9	4	1	3	1	1	0	6	2
SK	61,000	109	0	45	3	1	0	1	1	1	0	0
UK	250,000	8,242	2,048,631	8	6	6	3	2	2	5	6	0
<b>Totals</b>	<b>2,127,192<sup>41</sup></b>	<b>346,479</b>	<b>4,342,067</b>	<b>780</b>	<b>290</b>	<b>27.5</b>	<b>32</b>	<b>28</b>	<b>71</b>	<b>46</b>	<b>93</b>	<b>5</b>

<sup>41</sup> This figure represents the total budget for these 20 projects, whereas funds committed as of January 2009 were €2,993,830

**Key:**

<b>EG</b>	Events for the general public (e.g. festivals, concerts, exhibitions)	<b>Ws</b>	Websites
<b>EP</b>	Events for practitioners/stakeholders (e.g. conferences, workshops, training)	<b>DV</b>	DVDs/CDs
<b>NO</b>	Networks/online communities	<b>RS</b>	Reports/research/studies
<b>LT</b>	Learning or training programmes and curricula	<b>NP</b>	New policies
<b>MT</b>	Manuals/toolkits		

Member States were given EU funding more or less in line with their size and we can see for example that Germany, Italy, France and the UK received about €250,000 and Spain and Poland slightly less at €235,000. A group comprising Czech Republic, Greece, Hungary and Portugal received about €104,000.

Given the challenges in monitoring and reporting of outputs and the dangers of inconsistent approaches the figures should be treated with caution (for example, it is apparent that NCBs took different approaches to reporting web statistics; some including these as “indirect participants” whereas others did not). However, as a whole the totals appear significant (and there must also be a degree of under-reporting where countries have been unable to provide data), although without benchmarks or targets it is difficult to measure success in any absolute sense. Direct participants probably largely represent attendance at events including concerts, while indirect figures for some countries depend heavily on visitors to websites.

What we can see is that, in terms of quantity, events were the predominant output of the Year, as befits the fact that one of the key objectives was to reach as large a number of the general public as possible. Of the events, those for the public at large outnumbered those targeting practitioners by 2.6 to one, although this wasn't the case in all countries, notably Belgium (Flanders) and Finland. Several countries (Cyprus, Italy, Lithuania and the UK) implemented a near balance in this respect. The number of websites reported appears relatively high, but the numbers of new policies (five) appears low. The numbers of research studies appears high but this is a result of some 58 reported by Romania.

At 32, the number of learning materials and tools might be considered low, given the obvious emphasis on education and school-based activity described in previous sections of this report.

#### 6.4.2 Flagship projects

Table 6.6, below, sets out quantitative information available on Flagship Projects.

**Table 6.6 Summary of quantitative information on Flagship Projects**

Project name	EU grant amount	Total No. of direct ppts in events	Quantities reported								
			EG	EP	NO	LT	MT	Ws	DV	RS	NP
DIVERSIDAD	400,000	41,910	8	8	2			1	1,985 CDs, 1,500 DVDs		
I You We	355,756	694	1	10	1		1	1	5	2	
Cultures from Around the Block	276,353	6,607	6	13				3	3		
BabelMed	239,835	118	2	5				1			
Stranger Festival	400,000	6,369	1	6	2	3	1	1	1	1	0
Tatapume "Radio Popolare"	291,304	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Alter Ego	400,000	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

**Key:**

<b>EG</b>	Events for the general public (e.g. festivals, concerts, exhibitions)	<b>Ws</b>	Websites
<b>EP</b>	Events for practitioners/stakeholders (e.g. conferences, workshops, training)	<b>DV</b>	DVDs/CDs
<b>NO</b>	Networks/online communities	<b>RS</b>	Reports/research/studies
<b>LT</b>	Learning or training programmes and curricula	<b>NP</b>	New policies
<b>MT</b>	Manuals/toolkits	<b>N/A</b>	Not available

The most striking feature of this synthesis is the significant range in the numbers of direct participants, from 118 to 41,910. The emphasis in terms of outputs is clearly on events, but in contrast to the national projects and additional activities, more of these were for practitioners than the general public.

### 6.4.3 Centralised events

We understand that the opening (Ljubljana) and closing events (Paris) were attended by about 600 participants each. Information derived from reports compiled by the external media contractor on the seven Brussels Debates is summarised in the table below.

**Table 6.7 Brussels Events results**

Date	Title	No. of journalists or media representatives	No. of attendees	No. of press clippings
5 March 2008	Integrating Conversations: The Impact of Migration on Intercultural Dialogue	16	135	32
2 April 2008	Negotiating differences. A responsibility of artists and cultural institutions	9	143	9
14 May 2008	New horizons: active citizenship to bridge inter-religious divides	7	108	7
4 June 2008	Couscous culture: is that what intercultural dialogue in the workplace is all about?	9	106	9
10 September 2008	Multilingualism – a bridge or a barrier for intercultural dialogue?	9	130	9
1 October 2008	Education – ready for the intercultural challenge?	6	70	6
5 November 2008	Talking Our Way out of Trouble: How Media Debate Can Combat Intolerance	10	78	10

This information suggests a total of about 770 people attended the Brussels debates (although we do not know how many of these went to more than one event), and together these events attracted 66 press clippings. Interest among journalists and media representatives was reasonably consistent.

#### 6.4.4 Media and public relations activities

In Section 6.3.3, above, we set out our findings on the information and communications activities implemented in each country. These comprised those funded by national governments and their partners, (some closely linked to EU co-funded national projects) and activities funded via grants provided by the European Commission and routed through the external media contractor. This organisation had responsibility for coordinating these national supporting activities as well as for the centralised media campaign. We will now review the results of these activities as reported to the Commission by the contractor.

#### **EYID website [www.dialogue2008.eu](http://www.dialogue2008.eu)**

Between July 2007 and March 2009, there were a total of 808,260 visits to the central EYID website. During the first five months (July 2007 – November 2007) only the partners section of the site was operational, with the result that the numbers of visitors was limited (average of 2,791 visits per month). The fully operational website was launched in December 2007; visits

peaked in January 2008 (66,649), and remained relatively high for the next 11 months (average of 57,501 visits per month); with only a slight drop during the summer months of July and August (48,298 and 41,204 respectively). Between December 2008 and March 2009, the number of visits fell to an average of 33,738 per month.

Between July 2007 and March 2009, there were a total of 5,205,408 pages viewed. As would be expected, the number of pages viewed followed similar trends to the number of visits. For the first 5 months, an average of 22,724 pages was visited per month. This remained relatively high throughout 2009, peaking in September 2008 (664,886) and January 2008 (568,210) but falling in June (263,103), July (221,020) and August (221,567) 2008.

As part of this evaluation, the website was assessed technically against four key areas.

- Usability - how usable is the site for the average visitor. What tools and presentation techniques are provided to enhance user experience?
- Accessibility - is the website accessible for visitors with a disability?
- Design - does the design reflect that of an EU site concentrating on diversity?
- How searchable is the site? Are the search tools appropriate for locating key data?

The website is very usable. Text is legible and line height and length make it very easy for a reader to scan information. Imagery at the dimensions used would be better if unified by one clear idea. Navigation is clear and consistent across the site. Whilst it is obvious that some thought has been put into accessibility and whilst the limitations of a Content Management System (CMS) are taken for granted, there are some areas where the site doesn't meet accessibility standards. This may be due to small bugs or slight oversights as the errors are very small. For example, some form fields have an empty 'value' attribute or are missing labels/identification. Some images are missing the 'alt' attribute. These are not considered to be major issues however. An examination of the other branded materials within the Year shows that the branding mechanisms have remained constant. The general searchability of the site is very good. Unfortunately, when running a search that returns no results, PHP error messages are returned to the screen. This is an easy error to amend, so it is surprising it is still present. There are PHP routines to ensure that empty recordsets or header info errors are not returned to the page. It is difficult to extract anything other than the most basic information from the web statistics provided by the contractor; recording unique visitors rather than visits or page views would have been very much more helpful in determining the success of the site<sup>42</sup>.

### **Media cooperation**

In terms of media cooperation countries used a range of media outlets during the EYID. Most commonly they included radio, newspaper and TV. In some cases, the reach of the media outlet was wide, for example Cyprus used national TV and radio, Ireland used the *Irish*

<sup>42</sup> It is unlikely that this would have required any additional investment

*Daily Star* and Malta used the *Times of Malta*. In other cases, the media was much more targeted, for example Austria used Infoscreen, which used TV in public transport vehicles in Vienna, Germany used the Paralympics magazine, Bulgaria distributed "Fame cards" which promoted the EYID at national events and TV Slovenia presented EYID in all programmes for children and youth. Across Europe, Google AdWords and Eurosport were also used as media portals.

In most cases, the media co-operation was used to announce events, followed by announcing and displaying the results of competitions. Interviews from EYID ambassadors and reports on EYID events were also common. Other examples included publishing editorial content on a journalist round table in the *Phileleftheros* newspaper and *Politis* in Cyprus, an EYID event was broadcast on Greek TV and radio, and Latvia included an online quiz about intercultural dialogue.

### **Press clippings**

The total number of articles and features on the EYID between 1st December 2007 and 31st January 2009 was 11,548, with Germany (2,145), Slovenia (2,052), Portugal (1,662) and Italy (1,024) each having over 1,000 clippings each. On the other hand, with less than 50 each, the Czech Republic (38) and Luxembourg (45) had the fewest numbers of articles and features. Across all countries, the launch of the EYID in January 2008 resulted in the highest number of articles and features in any given month (1,546). This was closely followed by the months of April, May and June 2008 (1,107, 1,478 and 1,055 respectively).

These figures demonstrate that overall the types and amount of media activity generated by the Year was in line with the objectives set by the external contractor. The variation from country to country was significant however. Taking into account the relative size of Member States Slovenia and Portugal appear to have performed particularly well, which may be attributable to some extent to these being current or recent ex-EU Presidency countries during the Year.

### **EYID Ambassadors**

Some 15 EU-level ambassadors were appointed to support and contribute to the Year (they received no fees), as had also been the case with the previous EYEO. Many took part in Brussels Debates and other events (such as the European Festival of Intercultural Dialogue in Brussels in November 2008<sup>43</sup>, which seven of them attended), but also including national ones as in the case of the Iranian author Marjane Satrapi in Estonia. It is understood that contributions varied from individual to individual and ranged from the comparatively minor to much more substantive, but based on feedback from DG EAC, it appears that particularly strong contributions from a number of key individuals provided for sufficient inputs overall. In terms of national ambassadors, their participation was noted in information provided for Austria, Denmark, Germany, Poland and the UK, but in general detailed information on their contributions is too limited to make an assessment of their value to the Year.

<sup>43</sup> Organised by the European Commission and the Flagey Arts Centre

## Registered Partners

About 943 individuals and organisations registered as Partners on the central EYID website. A survey of these users was conducted as part of the evaluation, which provided 122 valid responses and the findings concerning impacts are discussed in Section 6.5, below. In terms of the EYID website, the survey indicates that Registered Partners found the most useful facilities of the partners section of the website to be: keeping up to date with EYID activities, exchanging knowledge and finding partners for projects. The least popular component was the noticeboard (although 18% still found it very useful).

### 6.4.5 Logo Users

Information supplied by 20 NCBs suggests a minimum of about 2,700 instances of the use of the EYID logo took place. While many countries were able to provide precise numbers, a small number decided to offer the logo as a free download without any formal application procedure (Denmark and Portugal for example). Unsurprisingly the most widespread use of the logo appears to have been in the larger countries: France (530), Italy (estimated at 500), Spain (125) and the UK (104). However, the NCB in Germany reported a relatively modest 90 uses of the logo. Requests were relatively low in Greece and the Czech Republic, with the latter reported by the NCB to be the result of the prevailing negative image of the EU as whole. The logo was also offered for use by EU-level organisations and some 172 requests were recorded. A survey of these users was conducted as part of the evaluation and the findings are discussed in Section 6.5, below.

### 6.4.6 National activity including information and promotion campaigns

Where information was available, this has been included in Annex 7 and Sections 6.4.1, above. Some 3,000 activities organised by NCBs were reported for 20 Member States, suggesting an estimated 4,350 if this figure is extrapolated for all 29 NCBs. With respect to additional activities that took place in Member States but which were outwith the control of the NCBs most of the 20 Member States that replied to the evaluator's questionnaire were able to provide estimates (often very tentative or in the form of ranges), which together indicate something like a minimum of 2,500 such activities, or 3,600 if this figure is extrapolated for all 29 NCBs.

Taking the two categories together (NCB plus other additional activity) provides a conservative estimate or base case scenario of about 8,000 national activities. Assuming that, as the majority of NCBs asserted, the number of activities was likely to be larger than their own estimates, we may suggest a range of 8,000 to 10,000 activities.

## 6.5 Effects

### 6.5.1 Introduction

In the previous sections we have presented a series of findings on activities, results and outputs generated during the EYID as a result of the full range of instruments deployed. We have discussed the influence of a range of contextual factors and the different amounts of funding applied in each country, together with the broad patterns that emerged in terms of the types, themes and scope of national responses in particular, highlighting examples from a range of countries for which information was available.

The next task is to explore the impacts of the Year. Clearly the period of time that has elapsed since the end of the Year is insufficient to allow an assessment to be made of impacts in the classical evaluation sense of "longer-term effects". In particular the evidence base imposes some significant constraints on the ability to identify such impacts. At the start of the evaluation we suggested the set of impact indicators in Table 6.8, below.

**Table 6.8 Impact indicators**

Impact		
EYID participants and stakeholders become more aware of the importance of engaging in ICD	<ul style="list-style-type: none"> <li>Participants indicate that they are more aware of importance of engaging in ICD (e.g. state that they feel that they have learned about another community's traditions and culture as a result of their participation in an EYID activity / event or state that they feel that their participation in an EYID event/activity has changed their opinion of a different cultural group or community)</li> <li>Stakeholders indicate that they are more aware of importance of engaging in ICD (e.g. policy makers indicate that ICD will be given more priority in design of policies and programmes)</li> </ul>	<ul style="list-style-type: none"> <li>Participants / Online survey</li> <li>National Coordinating Bodies and National Project Coordinators / Surveys and Interviews</li> <li>Stakeholders / interviews</li> </ul>
EYID participants gain an increased sense of 'active European citizenship'	<ul style="list-style-type: none"> <li>Participants indicate that they have an increased sense of 'active European citizenship' (e.g. state that they have developed through EYID a 'strong' sense of belonging' to the EU community)</li> </ul>	<ul style="list-style-type: none"> <li>Participants / Online survey</li> </ul>

EYID participants have a better understanding of the contribution of different cultures / expressions of cultural diversity	<ul style="list-style-type: none"> <li>Participants indicate that they have better understanding of the contribution of different cultures / expressions of cultural diversity (e.g. feel that their participation in an event/activity has changed their attitudes towards a different cultural group)</li> </ul>	<ul style="list-style-type: none"> <li>Participants / Online survey</li> </ul>
EYID participants have an increased respect for/tolerance of people from other cultures	<ul style="list-style-type: none"> <li>Participants indicate that they have an increased respect for/tolerance of people from other cultures</li> </ul>	<ul style="list-style-type: none"> <li>Participants/ Online survey</li> </ul>
EYID participants have a stronger sense of solidarity with people from other cultures	<ul style="list-style-type: none"> <li>Participants indicate that they have a stronger sense of solidarity with people from other cultures</li> </ul>	<ul style="list-style-type: none"> <li>Participants/ Online survey</li> </ul>
More (diverse) stakeholders become involved in ICD	<ul style="list-style-type: none"> <li>Number of stakeholders involved (e.g. in Civil Society Platform, in flagship or national events, using logo) increases and is more diverse</li> <li>Stakeholders indicate that they will continue to participate/conduct ICD activities</li> </ul>	<ul style="list-style-type: none"> <li>Commission data (to be collected via Technical Implementation Reports)/ Quantitative analysis</li> <li>National Coordinating Bodies and National Project Coordinators / Surveys and Interviews</li> <li>Flagship event leaders / Surveys and Interviews</li> <li>Logo users / Online survey</li> <li>Registered partners / Online survey</li> </ul>
Member States become more aware of the importance of ICD	<ul style="list-style-type: none"> <li>National Coordinating Bodies report interest from key stakeholders (policy makers)</li> <li>Evidence of increased awareness in press coverage</li> <li></li> </ul>	<ul style="list-style-type: none"> <li>National Coordinating Bodies and National Project Coordinators / Surveys and Interviews</li> <li>Monthly and final reports from media contractor / desk review</li> </ul>
Impacts of innovative approaches developed <sup>44</sup>	<ul style="list-style-type: none"> <li>Extent of mainstreaming and multiplication</li> </ul>	<ul style="list-style-type: none"> <li>Case studies</li> <li>NCB and project interviews</li> <li>Online survey</li> <li>Stakeholder interviews</li> <li>Evidence from media coverage</li> </ul>
Impacts of best practices identified and disseminated/exploited <sup>45</sup>	<ul style="list-style-type: none"> <li>Extent of mainstreaming and multiplication</li> </ul>	<ul style="list-style-type: none"> <li>Case studies</li> <li>NCB and project interviews</li> <li>Online survey</li> <li>Stakeholder interviews</li> <li>Evidence from media coverage</li> </ul>

<sup>44</sup> It is important to emphasise that this impact will be particularly difficult to measure, not least because of the timing of the evaluation.

In practice, several of these impact indicators cannot be used given the constraints outlined. It is possible to evidence a sub-set of these, but only in the sense of identifying some short-term impacts (mainly outcomes) of the Year which have potential to lead to a range of impacts in several years time. These lasting effects are in many ways a more useful indicator than impacts per se and reflect the adoption of a "realistic" evaluation approach.

Taking into account the table of intended effects set out in Figure 2.2 and Table 2.1 in Section 2.2 above, (concerning the intervention logic for the Year), and drawing on the evidence base comprising reports from NCBs and interviews, a summary table of potential impacts was constructed using a consolidated set of four categories of lasting effects and potential impacts consistent with (and a more robust sub-set of) the original impact indicators in Table 6.8, above. This table of potential impacts is presented at Annex 9 and has been used to inform the sections that follow.

### 6.5.2 Increased general awareness

It was a key aim that the Year reached out to as large a number as possible of the public at large. Evidence of direct effects or impacts in this respect is elusive, but it is possible to assess the level of appropriate inputs and outputs to provide an indication of the likelihood of the extent to which the Year achieved visibility, for example through the numbers of people who attended events, or the extent of press coverage and media cooperation. Examples also provide some information to indicate the range of approaches, the challenges of gaining the attention of the mainstream media (although there were some notable successes here) and use of new technologies and innovative approaches:

**Austria** devoted significant funding and efforts in this area, including a specific tactic to concentrate publicity in the first half of the Year to stimulate activity later on. As in several countries a key partnership with the national broadcaster (in this case ORF) was a central component and the NCB reported that an estimated 1 million people heard about the national project via TV and another million via radio. The NCB also estimates that some 67% of the population read something about the Year via printed or online media. Media cooperation extended to independent radio stations and to the national newspaper *Der Standard*. This evidence certainly suggests a significant effect on the general public in terms of making people aware of the topic of cultural diversity in general. Whether or not this extends to the specific concept of ICD is difficult to determine.

Media cooperation in **Germany** was also strong, extending to all the main media channels, and a one-week festival attracted 25,000 participants. In addition, a series of 40 events around the country attracted an estimated 6,200 participants.

Publicity took many forms during the Year. For example in **Ireland** and **Portugal** postage stamps were issued commemorating the Year. In few countries (**Cyprus** and **Ireland** for example), partnerships with newspapers resulted in the inclusion of thematic supplements

<sup>45</sup> ibid

concerning topics relevant to the Year. The majority of Member States reported using press releases to raise awareness of the Year in a few cases issues of magazines published by ministries carried special features (as in **France** for example). In **Hungary** a TV series "University of Dialogue" was aired in March 2009 and is also being sent to universities on DVD. The participation of top politicians at opening events may also be considered as an indication of likely impact on general awareness of the Year – this was reported in **Austria**, **Ireland** and **Slovenia**. Several countries recognised the role that new modes of communication offered in terms of accessing sections of the general public – in **Denmark** Myspace and Facebook were used.

In large countries such as **France**, **Spain** and the **UK** cooperation with national broadcasters was less common than in smaller Member States. Nonetheless in **France** the Year was considered to have achieved a high level of visibility as a result of high website usage and a series of high profile conferences, concerts and exhibitions, including 9,500 at a series of Africa-themed events and one art installation which was viewed by 42,500 visitors. Equally the extent to which countries, again larger ones in particular were able to stimulate some kind of "national debate" was limited in practice, as in **Spain** for example, where this did not materialise at least on a large scale.

As we have seen, events represented by far the main types of activities under EYID. These ranged in sizes from quite small events to large-scale concerts (in **France** and **Denmark** for example). Attendances at these events are an indicator of both potential impact on individuals and indirect impacts through publicity supporting increased visibility for the Year as a whole. As mentioned above, once again it is difficult to ascertain whether any increased awareness that resulted concerned cultural diversity in general or ICD specifically.

It is notable that as a requirement of their 2008 work programmes, each Lifelong Learning National Agency organised a valorisation event on ICD during the Year, which in some cases focused on one strand of the programme (Erasmus or Comenius for example) and in others covered the whole programme.

In terms of the impact of centralised public relations activities, the following appear to have had a particular impact:

- The **Cultures on My Street** photographic competition which attracted more than 2,100 entries (the most active countries were France, Portugal and Romania). This project was promoted heavily (e.g. through 8,000 press contacts). Prizes amounting to €15,000 were awarded at a high profile event and the shortlisted pictures were put on display outside the Berlaymont Building in Brussels. Stakeholders, NCBs and others consulted certainly pointed to this as one of the conspicuous successes of the Year.
- The **Football for Diversity** initiative was run in conjunction with UEFA and EYID supported the "2008 Special Olympics Football in the Park" event. Football club Anderlecht was also involved as was the Eurosport channel (which has a potential audience of some 30 million viewers). Press coverage was ten media airings and 40 "spots".

- Co-organised with various civil society organisations, **Brussels Debates** aimed to provide a platform for reflection and an exchange of views, and to promote the Year to different audiences. The external media contractor reported that some 115 press clippings have resulted from the seven events held. Peaks in web traffic were observed after each event, with several thousand people visiting the site after each one. To achieve greater visibility for ICD, each debate had a Commissioner and/or a Member of the European Parliament in attendance.
- The **EU Festival of Intercultural Dialogue** held at the Flagey Cultural Centre in Brussels in September 2008 attracted more than 2,000 people. Many were local people and there was a strong youth element (e.g. there were two workshops for teenagers and two for primary-school children). Seven EYID Ambassadors were involved and some 40 press clippings resulted. The themes were: valuing diversity, respecting other cultures, and an open and creative society. The concept involves teaching children about diversity, using it as a metaphor – e.g. music as a medium for ICD (listening to others etc.).

Ideally, it would be possible to measure attitudes towards ICD (or to some wider indicators of social attitudes) before and after the Year. While we have the Eurobarometer survey on attitudes in Europe (see Annex 1 on policy context, where the findings of this are discussed), a follow-up survey at EU level is not planned in the short term. In any case it must be said that it would be very challenging to divine any change in such a short time frame, let alone link any such shifts to the impact of the Year.

Despite the methodological challenges, a survey of direct participants was carried out as part of the evaluation, which resulted in 135 valid replies. The results suggest an overall positive view on the part of those who responded, who were largely in the age group 35-64 (62%), women (72%), from France and Romania (70%) but with smaller contributions from Austria, Finland and Spain, who took part in a conference, cultural event or in training (66% altogether). The occupations of respondents were fairly evenly spread between students, the self-employed, community workers, government employees, and community workers but with teachers or other educational professionals as the biggest single group (30%). The types of organisations delivering the activities and the types of people taking part were spread across a range, but with a bias in favour of arts organisations, government organisations and students, teachers and people working with organisations working in ICD accounting for the majority.

Taking into account the obvious caveats of reading too much into the results from this limited sample, a number of observations may nonetheless be made using this dataset. For example two-thirds were aware the activity was part-funded by the EU; a majority of positive responses were recorded in terms of the quality of the activities attended (90% rating fair, very good or excellent), learning about people from different cultures (73% rating), and if respondents would recommend similar activities to others (92% positive); while 46% agreed they had made friendships with people from different cultures or communities and 56% learned about best practices they could later use in the workplace. In terms of questions

concerning an increased sense of belonging to the EU community responses were fairly ambivalent, and this also the case with respect to feelings of having more in common with people from other countries, cultures or communities. However a clear majority (73%) agreed that they had a more positive view of the contributions of different cultures to society, and had acquired an increased respect for people from other cultures (70%) as a result of participating.

While significant majorities agreed that understanding people from other cultures was good for the place where they lived and respondents were more likely to take part in relevant activities in future, 69% of respondents stated their experience had changed the way they treat people from other communities/cultures only a little or not at all, and similarly 52% replied that the experience of participation had not changed the way they work (although 18% said it would, increasing to 20% where the question related directly to teaching methods). When it came to the impact of the experience of participating in an EYID activity, 69% agreed it would change the way they take account of ICD in developing policies and strategies. A small increase was seen in opinions before and after the activity on whether cultural diversity undermines or enriches national cultural life (63.3% positive responses before, compared with 69.6% afterwards).

Overall, if the results provide a valid snapshot of effects on individuals taking part directly in EYID activity (as opposed to being simply exposed to it "passively" via the media), they suggest that: firstly, people enjoyed taking part and had their positive views on cultural diversity re-invigorated, secondly they were less optimistic about the impact on their working lives, perhaps reflecting that they were already taking account of diversity in their everyday jobs and indeed already had a generally positive view of other cultures, and thirdly that there does seem to be a fairly strong intention to use this positive energy to feed into the development of strategies and policies (i.e. moving from the realm of personal beliefs and attitudes to the public realm).

### 6.5.3 Increased participation and engagement

It was a stated aim of the Year to stimulate engagement with civil society and a whole range of stakeholders across the various thematic areas with relevance to ICD. Many of the activities that took place during the Year resulted in higher visibility for those organisations and initiatives related to ICD, to forging cross-sectoral links fostering the development of new NGO capacity and networks. Evidence of impacts from national activities (both co-funded and additional) suggests that in old Member States, engagement with civil society was strong, but was less so in some New Member States, for the reasons of context already explored in Section 6.3.4, above. Examples include:

In **Austria** the "Dialogue Tour" involved 180 NGOs and education providers (with 1,000 representatives) in the field of dialogue, integration and understanding, raising awareness of their activities. An increasing number of migrant organisations became involved as the Year progressed, whereas these had not had a very high profile before. Engagement with the private sector was also strong; larger businesses were supportive and the Chamber of Commerce ran a mentoring project where successful managers mentored migrants.

In **Cyprus** the NCB expects that mainly due to a participatory approach adopted there is potential for increased participation and engagement in the future. Many of the activities organised were for teachers, and involved their professional organisations, education providers, pupils of primary and secondary schools and students.

In the **Czech Republic** some of the project outcomes are considered very relevant for education providers, teachers and pupils and therefore have potential for greater benefits in the future, boosting their participation and engagement. For example it is estimated that teachers' manuals will be used by 1,200 teachers in primary schools and other educational establishments reaching around 36,000 students. **Poland** too reported a high degree of involvement in ICD from employees of educational institutions in particular.

**Estonia** was another country where particular efforts were made to establish closer relations with teachers, high school students, youth workers, cultural operators and opinion leaders. It is expected that several conferences and seminars on ID, training for youth workers and cultural events etc. will produce sustained results for future developments in this area.

In **Denmark** EYID activities organised were generated to a very large degree by the stakeholders themselves, reflecting the strength of the Third Sector in that country. Efforts were made to engage with stakeholders close to the target audiences, such as the national and local media, active youth, youth workers and teachers; relevant organisations within the culture, education and employment fields working on the ground, municipalities (24 of 49) and local integration workers and artists from diverse backgrounds. The activities were mostly interactive, rather than passive (creating short films and music art pieces etc.) and use was made of modern dissemination means as another way of ensuring engagement and participation. The NCB's view is that the engagement achieved with these stakeholders is likely to be continued.

**Finland**, another country with a strong tradition of civil society capacity and cooperation adopted a strategy of trying to reach and involve stakeholders, particularly professional practitioners and decision-makers; emphasising the role of existing networks and sustainability. The most important goal was to engage with professionals and to emphasise the need for change within organisations.

**Ireland**, another country with a well developed Third Sector, went even further, emphasising engagement and partnership working between public service providers, grassroots organisations and other governmental and nongovernmental bodies as the key element of the national project as well as an overall emphasis of the Year. Here cooperation covered a wide range of fields: public service provision, education, housing, health, communication and media; arts and culture; community participation & sports; business sector; and cross-cutting themes - women, young people, North/South cooperation and EU/international issues.

Where such networks are less well developed, other approaches were required. In **Hungary** for example, where a relatively small core of NGOs are used to operating within EU programmes, and others need to be nurtured, capacity building and creating an environment for participation and sustained collaboration in the future was one of the main tasks the NCB

set itself. Here the NCB and the Ministry for Education and Culture tried to work more closely with and activate potential “multipliers” such as cultural operators, organisations promoting minority cultures, the youth and civil society organisations. As a result of the Year, the NCB feels it managed to lay the foundations for cooperation among key players by identifying and mapping their activities and linking them with each other. A longer lead-in time for the Year would have allowed the engagement of a wider range of stakeholders. Emphasis was also placed on equipping potential project leaders with relevant knowledge and competences (including training for developing international cultural projects’ preparation and management skills). It is expected that this will contribute to the participation and engagement in the future.

In **Italy** the NCB considered the degree of involvement of stakeholders was satisfactory, especially immigrant communities and cultural operators, who were quite active. However, the results of efforts to engage cities in the intercultural cities agenda was disappointing - the response to the first European prize (pilot project) for the intercultural city was poor (around 80 questionnaires returned out of 3,000 and only 20 of them were of sufficient quality to be entered in the competition).

Engagement with civil society and stimulating collaboration and networking between stakeholders appears to have been reasonably effective in **Lithuania**, as a result of targeting publicity towards representative organisations – NGO networks in particular. Here several networks of NGOs were involved in information and communication activities, e.g. national youth organisations, NGO information and support centre, and the Europe Direct network. A diverse range of stakeholders appears to have been involved: including educational institutions, NGOs, cultural organisations and national government bodies.

**Portugal** reported increased involvement of stakeholders at local level in particular and in **Romania** reported an expansion of stakeholder involvement, albeit mainly in relation to cultural institutions. In **Slovenia** the diversity of stakeholders engaged is said to have increased and increased cooperation with civil society, in the form of continuous dialogue between NGOs, government and EU institutions was also highlighted.

In the **United Kingdom**, despite the lack of any significant additional national funding, the participation of a wide range of stakeholders was reported. These include the BBC, Arts Council, municipalities, community arts centres, regional agencies, Equality and Human Rights Commission, anti-racist organisations, Imperial War Museum, festival organisers, the National Trust (heritage), Sport England, the Refugee Council, regional economic development agency.

We can see from these examples that many countries reported an increase in stakeholder engagement, although this is often provided in the form of a very general statement and it is difficult to assess the depth and breadth of this in the case of many individual Member States. However in other cases, in particular where an explicit rather than a general strategy has obviously been employed, targeting practitioners in Finland or the education sector in Estonia for example it seems more likely that engagement was effective and more likely to be sustainable. Where the focus was on networks (as in Hungary) or raising the profile of NGOs as in Austria, again, we may conclude that the impact on stakeholders was significant. It is

also clear that for countries like the UK and Ireland with a well developed NGO base, engagement was relatively straightforward.

Evidence from interviews with stakeholders and a small number of NCBs supports the finding that engagement was reasonably strong; although again in some countries the task was tackled starting from a relatively low base, compared with others where a "ready-made" system was already in place. In Romania for example it was the case that the breadth of experienced NGOs and project leaders was simply not available except in the cultural domain. This reflects not only historical reality<sup>46</sup>, but also a comparative lack of government funding for civil society organisations in many New Member States.

Most interviewees consulted believed that an appropriate range of civil society organisations and others had been involved in the Year, although several acknowledged both the need to ensure engagement with the ICD agenda went beyond the artistic and cultural sectors, and that this was not always achieved during the Year. Certainly most believed that the objectives of the Year met the needs of stakeholders; but in practice some sectors participated more widely than others. For example UEFA noted the relative low profile of the sports sector, which to a degree was offset by the very strong and high-profile contribution that UEFA itself made to the Year in close collaboration with the European Commission (30-second TV commercial *Different Languages, One Goal* aired during Champion's League football matches and estimated by UEFA to be the equivalent of some €20 million in terms of commercial advertising space). The religious theme was another area which appears to have had a low profile in many Member States (although it was the subject of one of the Brussels Debates) during the Year, with specific activities identified in Finland (which produced the Helsinki Declaration on Inter-faith Dialogue) and Portugal. In fact it may be the case that while religion was not often addressed explicitly during the Year, it was part and parcel of a significant range of activity where faith is closely linked to culture, tradition and heritage.

Involvement of the widest cross-sector of stakeholders appears to have taken place in Ireland, Germany and the United Kingdom. Where non-cultural elements were engaged successfully the most fruitful sector was undoubtedly in education, schools in particular.

This apparent predominance of engagement with cultural and artistic stakeholders and activities (which may also relate to definitions, i.e. what counts and what doesn't as "cultural") at the expense of more "challenging" areas (such as employability and social capital) was criticized by interviewees working in the field of active citizenship. To this group of experienced operators, the link between ICD and active citizenship (note that this was made explicitly in the strategies of Germany and Slovakia) is through interaction by individuals, something which is not necessarily delivered by large-scale festivals, concerts and other artistic events, nor through trying to address "target groups". Something approaching this paradigm may be said to have been realised in Denmark where the emphasis was on interaction and learning through the process of common endeavour on specific tasks (making short films, composing, or establishing "dialogue benches").

<sup>46</sup> See for example [http://nez.uni-muenster.de/download/eisele - european\\_civil\\_society.pdf](http://nez.uni-muenster.de/download/eisele - european_civil_society.pdf), p.7

Several other stakeholders also offered the view that despite the Commission's intention to ensure an "inclusive approach" the cross-sectoral dimension was not strongly represented during the Year. It was also pointed out by several consultees that given the emphasis on civil society to play a key role in taking forward and developing ICD, the major question is how to support the development of both political leadership and civil society capacity so those Member States can respond strongly and positively.

The surveys of Registered Partners and EU-level Logo Users (see Sections 6.4.6 and 6.4.7, above) provide some evidence regarding engagement. Firstly, although we do not have reliable figures for national logo users the minimum estimate of 2,700 derived from information provided by NCBs suggests a reasonable, although not compelling degree of engagement on the part of organisations carryout ICD-related activity during the Year. It is difficult, in the absence of benchmarks to make any judgements as to whether this is in line with expectations or not.

As regards the survey of EU-level logo users<sup>47</sup>, where respondents comprised NGOs, EU institutions, and regional and local government with interests in the fields of arts/culture, education and youth, many had become aware of the EYID website and opportunity to use the logo via EU communications and events. Most were not involved in the main co-funded activities (national projects, flagships etc.) so were engaged on a "voluntary" basis. The most popular uses of the logo were on websites, at events and on publicity materials. The strongest reported benefit of using the logo was adding a European dimension to the activity (87% of respondents), while 56.5% and 47.8% agreed that using the logo made the activities more attractive and the organisation more credible, respectively, although there is no other evidence available to corroborate this (views of direct participants in events for example). 47.8% of respondents rated the benefits of using the logo highly or very highly; and 91% would recommend it to others. The most significant achievements were considered to be highlighting the important contribution of different cultures to heritage and way of life in EU Member States (83% agreeing or strongly agreeing); strengthened respect for cultural diversity (83% agreed or agreed strongly); and that it demonstrated and raised awareness of the potential of Intercultural Dialogue (74% agreeing or strongly agreeing). Of the other potential achievements, respondents appeared cautiously optimistic that some deeper or more structured process had been set in motion. In terms of likely effects on organisations, 73.8% of the sample of logo-users agreed or strongly agreed they would take part in activities that strengthened links between different communities. Some 65% agreed or strongly agreed that they had widened their pool of potential local partners as a result of participating in the Year. The least likely outcome for those logo-users completing the survey was to change how they implement activities and initiatives (30% agreeing or agreeing strongly).

The survey of Registered Partners solicited 122 valid responses from a total of 943. The sample was weighted towards NGOs and individuals, with thematic coverage spread between arts/culture, education, youth, migration/integration and anti-discrimination/human

<sup>47</sup> Based on 23 valid responses out of a population of 943.

rights. As with logo users this sample had primarily become engaged with the Year through EU communications and events (67%) or via partner organisations (19%). The main reason most registered was to facilitate the exchange of knowledge and good practice with other organisations, but they were also interested in the other aspects, with the exception of taking part in discussion and debate. Increased visibility was not really a significant goal. In terms of the benefits of registering, 25% rated these as high to very high while 32% considered them to be limited, suggesting that as a means to stimulate engagement and participation and to promote networking and exchange, success is modest.

The survey of Registered Partners showed similar results to logo-users in terms of the achievements of the EYID, with the most important achievements judged to be demonstrating and raising awareness of the potential of ICD, strengthening respect and highlighting the contributions of different cultures. As with logo-users, the most likely outcomes were for organisations to take part in activities that link communities (47% agreeing or strongly agreeing) and support organisations or people from another cultural group (47% again), while the least likely being to change how they implement activities and initiatives (30% agreeing or strongly agreeing).

The evidence from the surveys is difficult to corroborate with other sources. However, a number of trends appear to emerge, which are not contradicted by strong evidence from consultations and material provided by NCBs. While individuals (participants and project deliverers) were overwhelmingly positive about the validity and potential of ICD and related policies and activities, they are less certain that this might translate in the short term into tangible impacts on policy and organisational change. So people who were involved in the Year were positive about the experience, but it remains to be seen if and how this will lead to any wider impacts (for example on the level of ICD activity and on the social attitudes of others or the media).

#### 6.5.4 Policies and approaches

Under this category of effects we may point to a number of instances where activities during the Year correspond directly to the putting in place, strengthening or extending measures to take account of ICD more explicitly and over a longer term than before.

In **Austria** there is currently significant government investment in language teaching in schools (using parallel teaching, mixed groups and peer learning for example). Special programmes are being developed to address early school leaving by migrant youth and it is policy to increase the number of teachers from a migrant background (currently 2% as against 17% of pupils from the same background).

In **Belgium (Flanders)** the national integrated policy for the interculturalisation of the culture, youth and sport sectors became more visible and gained credibility throughout the Year. Work continued in embedding the interculturality concept in policy instruments, giving further encouragement to diversify workplaces, middle and top management, and on management and supervisory boards and consultative committees within culture, youth and sports sector organisations.

In **Bulgaria**, despite the relative novelty of the concept of ICD and of awareness in general of cultural diversity among the public at large, the Ministry of Culture expects that some changes in policies and approaches might take place, especially in relation to increasing the country's attractiveness to foreign visitors, reducing stereotypes in the media and increasing sensibility to cultural differences.

In a number of countries it was reported that policies and approaches in the education sector will follow-on from the Year. In **Cyprus** a subject aimed at developing intercultural competences is being introduced into primary and secondary schools' curricula and further changes are expected in policies and approaches in the education environment; while in **Finland** close attention is now being paid to the school curriculum, which is due to be revamped for 2010/11. Work is underway here to ensure a strong element of ICD is included. The national museums and galleries organisation is also working with the organisation responsible for teacher training in Finland, planning with them a programme on diversity and dialogue, which has funding allocated for three years. Again in the education sector, in the **Czech Republic** an extensive analysis of multicultural education programmes and recommendations for making them more effective was undertaken and disseminated to various education providers, together with a comprehensive manual for social sciences teachers. In **Denmark** a different approach in the same field is seeing the new '*Diversity in community – Use the School*' initiative focusing on dialogue in school communities including pupils and their parents, one of a number of projects and initiatives designed to take place in 2009 under the Programme for Enhancement of Dialogue about Community and Diversity. In **Hungary**, three teacher training workshops were held on ICD competences in May 2009, and in April 2009 a DVD entitled "*Dialogue during lessons*" containing educational material for secondary school pupils on the topics of multilingualism, migration, religion, minorities/stereotypes, was produced and will be sent to teachers; while in **Poland** a project developed a modern educational approach to the question of ICD in schools, based on a range of principles which are to provide grounds for future intercultural education there. In **Slovakia** it was reported that support of ICD principles is embodied in the teaching plans for elementary and high schools and in **Slovenia** in the field of education, there were changes of syllabuses to reinforce ICD and more relevant teacher training programmes were introduced. The Ministry of Education and Sport will co-finance research studies in the field of ICD, school projects within national calls for proposals, and in-service teacher training programmes and development of new didactic tools for teachers will continue.

In several cases effects concern the continuation or making available of funding for ICD-related activities and/or organisations. For example in **Denmark** government support continues in the form of developing ways to provide grants to immigrant artists, and generally offering more opportunities in the field of cultural diversity. There is also new funding for immigrant programmes and for education. Also in Denmark, the NCB tried to mainstream the Intercultural Dialogue concept into EU programme activity e.g. organising a Grundtvig monitoring meeting on the theme of intercultural dialogue for Danish adult learning providers, and a Lifelong Learning Programme valorisation conference on intercultural dialogue in education and learning, where Danish education providers of all levels and sectors

participated. A similar exercise took place in **Hungary**, where an “Intercultural Dialogue in Lifelong Learning” conference in Budapest was organised by the TEMPUS Foundation.

In **Austria**, of the 2,500 projects co-funded by the Ministry, mostly in schools, many will continue in 2009/2010, and requests for funding for related activity is running 25% higher than before the Year. In **France** the concept of ICD is to be taken more into account in policy development and 2009 will see a new call for projects inspired by the activities that took place during the Year.

In **Ireland** the extensive NCB expert support provided to governmental bodies, civil society organisations and other stakeholders to draft and adopt their intercultural activity strategies, resulted in Intercultural Strategies for Health, Housing, Sports, Education, Arts and Interpreting and Translating services in the public services provision.

In **Romania** national institutions responsible for policies for national minorities and the integration of immigrants were reported to have expressed particular interest in reviewing the current policy framework based on the conclusions of some of the activities, or to take into account these conclusions in the policy implementation.

In **Sweden** in June 2008 the equivalent of about €1 million was allocated to the Swedish National Arts Council to strengthen international and intercultural activities; while in the **United Kingdom** examples of projects which provide strong indications of impact include: a conference on ICD best practices at community level resulted in a commitment by a number of key organisations to work together in future; In N. Ireland a conference and report on the future of race relations presents a fresh opportunity to promote a pluralist society with specific tailor-made approaches to Black and Minority Ethnic issues; conference and report on cross-border partnerships (Ireland and Northern Ireland) will inform policies in these areas.

In **Denmark, Austria and Slovakia** efforts have been made to transfer learning from the Year to the 2009 Year of Creativity and Innovation.

The two surveys of Registered Partners and Logo Users offers some insights into the effects on policy-making. For example, 56% of the sample of logo-users thought that the experience had affected significantly the way their organisation takes account of intercultural dialogue in the development of strategies and policies; and 39% were interested in policy developments. When asked a wider question about the most important achievements of the Year however, this sample was doubtful if there would be an impact on policy-makers (only 17% agreeing and no-one strongly agreeing with this proposition).

The survey of Registered Partners showed that 44% of the sample was interested in policy developments, but only 22% agreed or strongly agreed that one of the most important achievements of the EYID was an impact on policy-makers. In this survey, only 17% of respondents thought the experience of EYID would change significantly the way their organisation works and 61% took the view that the experience would have little or no impact in this respect.

### 6.5.5 Structures

Tangible evidence of the effect of the Year in terms of changes in structures is not widespread. However a number of examples are described below.

In **Austria** the Ministry of Education and Culture created a new Unit for “Migration, intercultural Dialogue and Language Policy”. In fact the strength of EYID activity was helped by the bringing together of government departments for education and culture by a new minister in 2007. In addition a National Committee provided a platform for cooperation during the Year, which included a wide range of institutions and injected a strong cross-cutting element. Old and new partners were included (e.g. social partners but also the association of cities and small towns).

**Denmark** has implemented new initiatives targeting existing structures and ‘traditional’ approaches. New organisations are also being established, e.g. the National Centre for Arts and Intercultural Issues. This organisation has started discussions on creating an environment for diversifying the artistic arena, involving the Danish Refugee Council and Danish umbrella organisations for actors and artists in professional theatre production.

The key messages from the Year in **Finland** will be taken forward by the “Culture for All” service, which provides information on diversity and is located within the national museums and galleries service. Learning from the Year will continue to be disseminated via this channel. In general the message that Finland has tried to get across is that ICD is not a project or one year, but an on-going process that involves everybody and continues in years to come. The intention is to review progress on ICD after two years to gauge impacts.

In **France** the institutions chosen to work on the organisation of the Year continue to be the main actors in the ICD field. In particular CNHI (Cité nationale de l’histoire de l’immigration) has a central role to play in taking the agenda forward. The Parc de la Grande Halle de la Villette (EPPGHV) will develop a public space for ICD, according to its thematic area (architectural, socio-geographical and historic) in terms of artistic, educational and social activities. The regional structures put in place by the government to manage the Year should enable the two structures to continue to work together to bring forward new projects.

In **Hungary** activities were managed and implemented by KulturPont Iroda (an agency of government and the national Cultural Contact Point), which continues to be active. A committee was also established to facilitate cooperation between ministries (foreign affairs, labour, integration, education etc). The NCB reports that ICD is starting to feature more prominently on ministerial working group agendas than before and is achieving higher visibility across government. Responsibility for the various aspects of ICD is now firmly embedded in the relevant ministries. One of the main assets resulting from the Year is the networks developed and links made both nationally and at EU level. For example a network of teaching institutions is taking the issue of ICD forward.

In **Ireland** special units or responsibilities were established within majority of the national ministries; similar developments are taking place in the education establishments, cultural and arts foundations and sports unions for example.

Activities in **Italy** benefitted from a specific link that was created with other ministerial institutions and these were also involved in the communication campaign, especially the Ministry of Education, the Ministry of Interior and the Ministry for Equal opportunities. The Italian NCB body launched a proposal in early 2009 to create an intercultural dialogue National forum and a permanent platform, involving all stakeholders that participated during EYID 2008 together with the main representative national and international institutions, in order to continue the discussion and create specific programmes and projects, raising finances from governmental and private donors.

In **Romania** the establishment of a Working Group involving key stakeholders is reported to be likely to continue as an informal network after the end of the EYID.

## **6.6 Cost effectiveness (of the structure adopted)**

The structure adopted may be characterised as a parallel one: national and centralised strands of activity, with a high degree of freedom for national bodies to decide what activities and level of funding was appropriate. Given the activities implemented and the outputs produced, including the evidence concerning media collaboration and publicity activity in particular, the budget spent by the EU may be considered to have been applied cost-effectively. While there are no benchmarks to refer to, the range, scale and profile of activity generated across 27 Member States and in Brussels should be considered appropriate, provided intangible added value that is accruing now and will accrue in the future is taken into account. This includes any future impacts from changes in policies and in individual and organisational attitudes which are yet to feed through in years to come. The investment mobilised by the Year in terms of exposing children and young people in particular to the value of cultural diversity is undoubtedly an important one.

The relative performance of any alternative models is difficult to assess. In interviews and reports from NCBs there was generally held feeling that the objectives of the Year were drawn too broadly and this, combined with the lack of time to prepare activity in some cases, led to a view that a more narrowly define set of relevant activities might have been supplied by the Commission. This may or may not go against the principle of each Member State deciding for itself which activities were appropriate to its contextual circumstance, but certainly suggests that an alternative model of devolving funds to countries to spend as they saw fit (i.e. without the framework of national projects and associated assessment, approval, monitoring and reporting), would only have exacerbated this situation. This is particularly the case since the EYID is based on a very different type of concept than other European Years in that it speaks to societal attitudes, and a longer-term agenda than is usual.

## **6.7 Mobilisation of matching funds**

The amount of funding mobilised in addition to EU funding is very difficult to quantify. We do know that the amount of national funding applied to NCB activities shows a large degree of

variation (the biggest funders were Austria which provided some €3 million and France which provided €2 million). Other contributions identified were Denmark €500,000, Slovenia €350,000, Portugal about €300,000, Greece €172,400, Estonia €86,000, Bulgaria €75,000, Ireland €62,700 (plus another €80,000 for the anti-racism week), Spain €24,640, Hungary €10,000, Lithuania €9,000 and Slovenia €6,000. Information from the Czech Republic, Slovenia, Hungary, Finland and the UK indicate that no dedicated funding was made available to NCBs. In terms of spending on information and communication activities, it is difficult to separate the amount of national government funding applied from the EU funding provided through the external media contractor and its sub-contractors. However significant government spending on these activities was identified in Austria (€1 million), Poland (€90,000), Denmark (€50,000) and Spain (€25,000). Funding was also provided in several countries from government ministries and agencies other than the NCB, by civil society organisations (foundations, charities and other NGOs) and by private sector sponsors. However no information was available to allow any reliable estimate of the amounts involved to be made.

## **6.8 Specific impacts**

### **6.8.1 Young people**

There can be little doubt, from the evidence of objectives, activities and outputs set out in previous sections that young people were the primary focus of the Year in the majority of countries. In some cases this entailed events and activities aimed at young people (e.g. festivals or film-making); while in other cases this involved a strong emphasis on initiatives in schools. Activities and approaches to engage teachers also clearly had young people in mind as "end-users". Annex 7 (summary of national co-funded projects), Annex 8 (summary of NCB and other activities) and Table 6.5 (outputs from national co-funded projects) in Sections 6.3 and 6.5, which set out national project activities reveal that 15 of the 20 reports of national project activity gave schools as venues for strong coverage during the Year; NCB-organised activities included a significant tranche of activity aimed at young people (for example 2,459 schools projects in Austria, 1,200 young people involved in activities in Bulgaria, a large number of school-based activities in Cyprus and music events for young children in Portugal). In addition some 32 learning tools or methods were cited in the TIR reports reviewed. This is perhaps unsurprising given the emphasis on youth in both the original EU Decision and the National Strategies developed as a response (see Section 5.6, above).

As we have seen in Section 6.3.1, all of the Flagship Projects also targeted young people to a greater or lesser extent: a competition for young people to produce pictures and video clips; targeting young journalists and artists using cultural expression to combat prejudice; interactive work with primary-school children and artists from different cultures to highlight diversity, local projects for children producing a range of media items; creation of a digital platform for urban culture, sharing songs amongst youth; and video workshops for young people from diverse backgrounds.

Many centralised activities were also aimed at young people – for example the "EU Festival of Intercultural Dialogue" where the themes of valuing diversity, respecting other cultures, and a creative and open society were addressed using a concept that involves teaching children about diversity, using it as a metaphor – using music as a medium for ICD to teach about listening to others for example.

We conclude from this evidence that the Year achieved a strong focus on young people, in line with the objectives of the intervention.

### 6.8.2 Disadvantaged groups

Drawing upon the 20 TIRs available, ten countries reported Disadvantaged Communities as a target group of their national activities (see Table 6.4, above). However, very little further information was available which could help to provide any significant findings on this issue. It is also problematic given the lack of an agreed definition of "disadvantaged". Perhaps the only examples identified were an emphasis on understanding physical disability in France and the emphasis on community-based activity in the UK.

Difficulties in identifying a clear or common definition of the target group, and the associated problem of recording and collecting relevant data, mean we cannot with any certainty say that disadvantaged groups were not involved in activities supported during the Year, and indeed it is likely that a proportion of the many young people who participated in the Year came from disadvantaged backgrounds. Overall however, the available evidence suggests that impacts on disadvantaged groups are likely to have been weak.

### 6.8.3 Mobilisation of stakeholders

As discussed more fully in Section 6.5.3, above (about the effects of the Year in terms of engagement and participation), mobilisation varied according to the capacity in place before the Year and the resources available in each country. While NCBs appeared generally satisfied with the extent of engagement of different sectors of civil society, a number of stakeholders believed that the original goal of an inclusive and trans-sectoral approach was not fully realised and organisations in the arts and culture field dominated activity. Certainly there is evidence that in some thematic areas, sports organisations at a sub-EU level for example (with a few exceptions), mobilisation was weak. Public service providers appear to have been less visible than might have been the case (again with a few notable exceptions); indicating the challenge of moving from principles to practice, which inevitably entails changing the way organisations work.

In terms of mobilisation of stakeholders, apart from the success on the part of cultural and arts organisations, which managed to use the Year to extend the scope, scale and profile of their activities (museums and art galleries achieved reasonably high profile in a number of countries), the education sector stands out. Here the Year appears to have met with success in terms of engaging a range of actors, from education ministries to teachers, teacher training organisations and academics.

The Civil Society Platform for Intercultural Europe appears to have played a central and valuable role in the preparatory phase of the Year. The range and diversity of the target stakeholder community for the Year has made it challenging to achieve uniform coverage across all sectors and interests. Much of civil society activity takes place at the local level, and while the Year led to some progress on making the link between policy and the grass-roots level (largely through the Platform), this challenge remains.

## **6.9 Sustainability**

### 6.9.1 Research questions

- ▶ To what extent are the positive effects of the EYID 2008 likely to last after the intervention has terminated?
- ▶ Will the support for ICD be sustained at European level after the Year has ended?

### 6.9.2 Durability of effects

To a large extent the prospects for impact and durability have been addressed in the previous section through looking at effects which indicate the potential to bring about change. In this section we consider impacts in a wider sense; in particular the distinction between immediate versus longer-term effects and highlight potential ways in which the process of keeping ICD on the agenda might be supported.

In the previous section we attempted to set out effects which we believe are likely indicators of potential longer-term impacts. The evidence strongly suggests that, overwhelmingly, impacts on individuals were immediate (and therefore potentially short-lived, although there is no rigorous way to ascertain this), while in a small number of countries there are the beginnings of the types of changes in policies and structures required to ensure ICD is taken into account and achieves a higher priority. This latter effect is most notable in the education sector.

For some countries multiculturalism (let alone ICD) is a relatively new concept both for policy makers as well as the general public. This is sometimes allied to having little direct experience of cultural diversity or equally to having deep-seated challenges relating to minorities and immigration. In these Member States, despite the obvious difficulties of lack of resources and in a few cases lack of political leadership, the Year has been a valuable opportunity to become more familiar with the issue and to start exploring how to move forward. However the challenge posed cannot be underestimated.

Owing to different national contexts therefore, the picture in terms of durability is very mixed. For a small number of countries the Year has left behind policies and structures, while in others it is difficult to see what lasting effects have been won. Time and time again the point was made by NCBs and stakeholders alike that the kind of societal changes envisaged to fulfil the ICD vision are profound, and will take many years to occur. Another very strong

message that emerges from consultations is that follow-up activity must be strong if the gains made during the Year, however small, are not to be lost.

### 6.9.3 Prospects for activity post-2008

#### **National activity**

There are several examples of projects implemented during the Year being continued or rolled over for 2009, and of demand for funding in the field of ICD rising partly as a result of awareness raising during the Year (for example in Austria demand from schools to take part in projects is running 25% higher than before the Year, while in Flanders work continues on diversifying the composition of public bodies, in Estonia and France it is expected that the types of open calls for proposals on ICD, started during the Year, will continue, in Portugal some schools are continuing their EYID projects after the end of the Year, and in Finland there is new funding for immigrant programmes and for education).

As noted already, the most potent prospect for activity lies in the education field: Austria, Cyprus, Finland, Czech Republic, Hungary, Slovakia and Slovenia all provided strong indications of significant future steps in terms of teacher training, curricula and awareness raising.

In Romania, despite the significant challenges faced owing to a lack of experience, limited resources and undeveloped Third Sector capacity, the Year appears to have stimulated interest among national institutions to review current policy frameworks based on the conclusions of some of the EYID activities implemented (here the previous gap in terms of research on ICD issues has been addressed through a national study<sup>48</sup>).

Two main strands have emerged from the consultations: firstly, the need to continue to make available and widely disseminate the materials, products and experiences that the Year produced; and secondly the need for a formal follow-on mechanism at EU level, the most frequently suggested mechanisms being an EU programme to fund ICD projects and a forum of interested Member States to carry the agenda forward. In many cases we know that EYID materials are still in circulation, particularly DVDs and exhibitions, partly owing to the fact that in several countries the most intense activity took place towards the end of the Year and into the first part of 2009.

#### **Impacts and sustainability at the EU policy level**

During the Year a number of policy developments at EU level have served to strengthen ICD as a continuing priority across a range of sectors or themes. These developments are an indication of the extent to which the Year has helped to raise the profile of ICD within the Commission itself, and have demonstrated ICD's relevance to a wide range of policy areas, not least by increasing understanding of the complementarity of ICD across Commission

<sup>48</sup> Produced by the Intercultural Institute of Timișoara

Directorates-General (in the areas of justice, employment, external relations for example). This impact on EU policy making may in turn start to influence national policy-making.

We can identify several instances where, during the Year, ICD was taken account of in key policy areas. In the education sector for example, the EU's schools policy<sup>49</sup> includes an emphasis on the role of the quality of education in improving competitiveness and social cohesion, including the need to respond positively to cultural diversity, using it as rich source of learning opportunities. The challenges faced by Member States as a result of the presence of large numbers of children from migrant backgrounds are the subject of a Commission Green Paper<sup>50</sup>, seeking views on how to take policy forward in this area and assessing the possible role of the EU in supporting Member States. Continuing activity to increase links between the education and culture domains takes place through the "open method of coordination", and includes a working group on synergies between culture and education<sup>51</sup>.

Another example is the Council Conclusions on intercultural competences<sup>52</sup>, published during the Year and which argues that: "*in order to foster open and inclusive societies...and to promote active citizenship, European citizens need to be equipped with intercultural competences, which constitute a key factor for strengthening intercultural dialogue*". The conclusions address this need under a series of sectoral headings: culture, education, youth, and audiovisual; and invite Member States and the Commission to promote intercultural competences through existing instruments and initiatives in the various fields and increase synergies between these fields.

The role of ICD (and culture more broadly) in external relations is highlighted by the Council Conclusions<sup>53</sup>, adopted in November 2008, on the promotion of cultural diversity and intercultural dialogue in the external relations of the Union and its Member States. This document reflects a changed vision, moving away from a traditional "cultural diplomacy" approach towards the development of more equal cultural relationships with third countries, implying greater cooperation and a readiness on Europe's part to help build cultural capacity in other regions of the world. This change is also evidenced in the Eastern Partnership<sup>54</sup>, which provides a framework for cooperation with Armenia, Azerbaijan, Belarus, Georgia, the Republic of Moldova and Ukraine, including recognising the value of cultural cooperation and of ICD as an integral part of external policies.

Increasing cross-sectoral cooperation is also apparent in EU Roma policy. For example, there is a strong legal framework to combat discrimination, Structural Funds are deployed to

<sup>49</sup> [http://ec.europa.eu/education/school-education/doc828\\_en.htm](http://ec.europa.eu/education/school-education/doc828_en.htm)

<sup>50</sup> COM (2008) 423 final, "Migration and Mobility: challenges and opportunities for EU education systems", 03.07.2008.

<sup>51</sup> [http://ec.europa.eu/culture/our-policy-development/doc1573\\_en.htm](http://ec.europa.eu/culture/our-policy-development/doc1573_en.htm)

<sup>52</sup> Council of the European Union (2008/C 141/09): Council conclusions of 22 May on Intercultural Competences, 07.06.2008.

<sup>53</sup> Council of the European Union (16211/08): Draft conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council, on the promotion of cultural diversity and intercultural dialogue in the external relations of the Union and its Member States. Adopted 20 November 2008, published 25.11.08.

<sup>54</sup> [http://ec.europa.eu/culture/news/news1826\\_en.htm](http://ec.europa.eu/culture/news/news1826_en.htm) and COM(2008) 823: Eastern Partnership, 03.12.2008.

address exclusion of the Roma community and there is coordination between instruments and policies in the areas of education and employment<sup>55</sup>. There is increasing recognition of the cultural dimension: the third of the ten Common basic Principles on Roma Inclusion annexed to the Council Conclusions on Inclusion of the Roma<sup>56</sup> concerns the need for an “Intercultural approach” involving Roma people, together with people from different ethnic backgrounds and encouraging “inter-cultural learning”.

There is no definitive causal link between the inclusion of ICD in the examples above and the Year (i.e. we cannot be certain that these policy developments would not have happened without the Year, or indeed if the EU’s Agenda for Culture had the bigger influence). However, the Year provided an important context within which these developments took place. Specifically, interviews with Commission officials indicate that the Year stimulated an increased degree of cooperation between DGs on policy matters relating to ICD. In particular, a wider appreciation of the role of culture in a series of policy domains has been fostered amongst EU policy makers, in particular concerning DGs Employment and Social Affairs; Regional Policy; Justice, Freedom and Security and External Relations. For example, EU representatives from different policy areas were represented at the seven EYID Brussels Debates<sup>57</sup>. It seems likely that the formal and informal networks of EU policymakers established around ICD during the Year will help to support continued progress on the topic beyond 2008.

## **6.10 Conclusions: effectiveness and sustainability**

### ***To what extent has the EYID 2008 been successful in attaining the objectives set?***

The findings set out in the sections above concerning the themes addressed, together with the types and range of activities carried out, and the scope of engagement with civil society, suggests that the operational objectives were met satisfactorily.

This applies most strongly to the specific and operational objectives concerning raising awareness of intercultural dialogue, which relied most heavily on cultural and artistic activities. The way in which operational objectives were met varied significantly from country to country, reflecting differences in the background context in each, but on the whole most countries were able to point to successes. The activities carried out (co-funded and additional) did serve to demonstrate to a reasonably wide audience the different ways in which ICD could be used to strengthen society and the economy, and drew attention to the

<sup>55</sup> DG Employment and Social Affairs has established a Roma Action Group and an EU Roma Summit was held on 16 September 2008.

<sup>56</sup> Council of the European Union, Council Conclusions on Inclusion of the Roma: 2947<sup>th</sup> Employment, social policy, health and consumer affairs council meeting, Luxembourg, 8 June 2009.

<sup>57</sup> For example, the Commission vice-president responsible for justice, freedom and security Franco Frattini took part in the first Debate on 5 March 2008, and Vladimír Špidla, European Commissioner for Employment, Social Affairs and Equal Opportunities in the fourth Debate on 4 June 2008.

activities and roles of those individuals and organisations taking the ICD agenda forward. In particular, significant variations between countries notwithstanding, progress was evident in raising awareness of the positive impacts of cultural diversity via education and the media. In terms of raising awareness of Community programmes, while there were specific actions in a few countries and in several others an explicit link was made to ICD as a key component of being part of the European project, on the whole national responses to this objective were not prominent.

Turning to specific target groups, the goal of emphasising young people as a main target group of the Year was fulfilled; stakeholder mobilisation was considerable, although biased towards the arts and cultural sector in a significant number of countries; and impacts on disadvantaged groups were hard to identify.

With respect to some of the higher level objectives of the Year, some of these present a major challenge in terms of assessing whether they were achieved or not. For example, the objective of “having an impact on the views and attitudes of a large number of people” is unlikely to have been met in the short term (unless on a very basic level, i.e. becoming aware of the existence of cultural diversity) and is extremely challenging to measure and attribute in the longer term. Any such effects were certainly highly variable from country to country. However in terms of setting in motion a sustained process of ICD-related activity, there is room for a degree of optimism, given that in many countries the realisation that the appropriate capacity to deliver relevant projects was absent appears to have prompted at least some of them to take steps to address this situation.

In terms of promoting a deeper and more structured dialogue within civil society, the evidence of effects is limited, again largely because of difficulties in measuring distance travelled. Of course, there are several examples of progress in individual countries, but it is not enough to claim any deep shifts in willingness to engage with the issue across the majority of Member States. There is some limited evidence of an impact on policy makers, but confined to a small number of countries. Here, once again national context is a strong influencing factor.

***To what extent has the EYID 2008 been successful in achieving the intended outputs, results and impacts?***

Performance in terms of outputs and results was reasonably strong. The scale of activity across Europe may be judged to have been significant as a whole, compared with the resources deployed, although highly variable between Member States, and as such was consistent with expectations.

Evidence of impacts is limited to a few countries however, if we use a strict definition of that measure. However, taking impacts to infer actions or results with the potential to facilitate or lead to more concrete actions and/or changes in the longer term, there are grounds for some cautious optimism. This applied especially to the field of education, where a significant proportion of countries have reported policy actions or intentions to strengthen ICD activity in

schools, via a variety of means from teacher training through new methods and tools (including multi-lingual approaches) to formally embedding ICD in national curricula.

There is some evidence that for some national activities and to some extent for Flagships, the relatively short period between approval and project launch caused delays, although there does not appear to have been any significant effect on outputs and results.

***To what extent has the EYID 2008 produced unintended results (positive or negative)?***

Little evidence of unintended effects was identified. However several examples of stronger than expected responses were noted, for example where competitions received higher than expected numbers of entries or representative organisations (for example migrants) became more and more engaged as the Year progressed. In this context it is also worth noting that while some countries were well prepared for the Year several others did not attain significant momentum until near the end.

***To what extent was the structure of the programme (in terms of pan-European and Member State roles and activities) appropriate to the objectives of the Year?***

Analysis of the design of the Year and the instruments selected suggests that the structure and approach adopted has allowed and facilitated activities appropriate to the objectives. The model was more centralised than the approach adopted for the preceding European Year, the EYEO, by virtue of having fewer, more concentrated national projects and with the addition of the transnational Flagship projects. The majority of these projects appear to have been of high quality and in most cases strongly branded. They may also serve as a useful test of the feasibility of running ICD-related funding programmes. In this sense they have achieved something of the "emblematic" status intended in the objectives of the Year, in terms of demonstrating "what ICD looks like in practice" ..

On balance we conclude that the structure employed allowed an appropriate balance to be achieved between national and EU-level activity.

***Were the activities funded relevant to the objectives of the programme?***

Analysis of the evidence available suggests that activities carried out were highly relevant to the aims and objectives of the Year. The main focus of activity appears to be in the areas of arts and culture, with a notable emphasis on young people across many Member States. The education sector also emerged as a key platform for promoting ICD. The number and scale of activity in the thematic areas of sport, public services, local communities and religion appear to have been comparatively under-represented. This finding also applies to stakeholder involvement, where again there was a preponderance of organisations from the arts and culture sector, and the evidence suggests that the original goal of a thoroughgoing inclusive and cross-sectoral Year was not fully realised.

***To what extent is the external contractor model cost-effective?***

The model adopted combined centralised activity (managed by an external media contractor structure), with activity at national level (again facilitated through the central contractor). The pan-European element provided for a necessary degree of consistency in the ICD “message”, but also meant that the local validity of materials was, inevitably, limited in some countries. The model also made it necessary to use a pan-European contractor of a type which was unlikely to have specialist ICD thematic and geographical knowledge. The model aimed to make it easier for NCBs to access public relations expertise and whereas some may have felt the system was inflexible, Member States had the option to fund additional activities from their own resources and there is no evidence that the approach chosen had any significant adverse effects on the overall outcome of the Year. We conclude that the model was cost effective and that an alternative approach (providing funding directly to Member States to procure their own activities) would have been difficult to manage and risked generating greater unevenness in national responses to the Year than was the case. An assessment of the performance of the external contractor did not form part of the evaluation.

***To what extent has the EYID 2008 produced an impact on the perceptions of young people?***

Activities involving young people certainly formed a very significant proportion of the overall body of activity throughout the Year. There is therefore likely to have been some impact although this is difficult to measure directly. Activity in schools and a strong set of effects concerning education methods, teacher training and curricula suggest that the impact on young people may grow in future years.

***To what extent has the EYID 2008 reached out to disadvantaged social groups?***

Evidence of explicit activities being implemented to address disadvantaged social groups is very limited suggesting it was not common. In part this also relates to the difficulty inherent in defining disadvantage, including different interpretations in different countries. Some activities were pursued which included a focus on disabled people and certainly a proportion of the general public would have come from disadvantaged communities. Only in the UK does there appear to have been a concerted focus on building a sense of inclusion in diverse communities.

***To what extent has the Year mobilised stakeholders at European level and within Member States?***

Overall, mobilisation of stakeholders was strong, but concentrated in countries with well developed Third Sectors and biased towards arts and culture organisations (in several New Member States but also in Italy and Spain). Relatively recent experience of migrant flows means that in many Member States the capacity is not yet in place in depth to address some of the more challenging aspects of ICD.

***To what extent are the positive effects of the EYID 2008 likely to last after the intervention has terminated?***

The impacts of the Year appear to have been largely short-term and individual in nature, characteristics which do not typically promote sustainability. There is some evidence (from the surveys for example) that while individuals valued the experience of participating in the Year, and were very positive in terms of their personal feelings about ICD, there was less confidence that organisations and systems within which they worked were likely to change significantly, or that they had the power to promote change from within. This, allied with the relatively strong efforts in terms of raising awareness as evidenced by the outputs, suggests that those individuals and organisations with a pre-existing interest and generally positive attitude to ICD will have received a boost from the Year and in many cases will carry on their activities with renewed vigour. Engagement with the cultural and artistic sector was never in any doubt from the beginning, and while there is evidence that the wider sectoral appeal and participation on the scale that the Commission would have liked may not have happened (despite a strong start), the involvement of the education sector and the strong degree of engagement that seems to have been achieved with education practitioners in some countries suggests that a solid platform has been established on which to build further activity.

***Will the support for ICD be sustained at European level after the Year has ended?***

A number of cross-sectoral policy initiatives were developed during the Year, notably the Communication on intercultural competences, Green Paper on migrant school children and the Intercultural Cities programme. It is also evident that the potential impact of taking account of ICD has been highlighted in a range of EU policy areas outside of the culture domain; in education, regional policy, employment and justice and security for example. This increased profile, while not directly attributable to the Year has certainly been supported by it and the Year provided a visible platform to promote the relevance of ICD among decision-makers at EU level (helped also by the Brussels Debates for example). These developments, together with the formal and informal networks created, make it more likely than was the case before the Year that support for ICD will be sustained.

## 7.0 Conclusions and recommendations

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### 7.1 Conclusions

#### 7.1.1 Relevance of the Year

In terms of global challenges, the objectives of the Year were both in line with EU policy goals and allowed sufficient latitude for individual Member States to adopt priorities and activities appropriate to their own national context without compromising the underlying principles of ICD policy. Different actors used different interpretations of ICD and have emphasised different aspects in their own activities.

The objectives of the Year were broadly defined, reflecting the breadth of thematic coverage of the Year itself, and as manifest in the legal Decision. There are indications that some NCBs found this breadth problematic for implementation; but it is also clear that such breadth has provided enough flexibility for individual Member States to tailor activity to their own specific contexts within the overall framework which provides a common understanding of the overarching goal.

Pertinence to stakeholder needs was strong, due largely to the involvement of relevant networks during the evolution of ICD policy and the EYID itself. The Rainbow Platform (now the Platform for Intercultural Europe), the civil society network invited by the European Commission to be a key facilitator in building structured dialogue on ICD, was central in this respect. Perhaps inevitably this process raised expectations which could not always be fulfilled for all NGOs on all issues in the implementation of the programme. In the end while the Year was in theory relevant to a wide range of potential actors, in practice while the majority of the concerns articulated by the EYID rationale and objectives were addressed to a greater or lesser extent, the arts, culture and education sectors appeared to dominate.

#### 7.1.2 External Coherence

At the level of international policies, the Year showed very strong coherence with all of the relevant players including in particular the UN and the Council of Europe, the latter notably through the joint project "Intercultural Cities".

In terms of EU level strategy and policy, most of the policy domains of education and training, culture, multilingualism, youth, sport and citizenship directly or indirectly address the intercultural dialogue concept as one of their priority areas in the field, especially in the most recent policy framework development documents (i.e. adopted from the end of 2006 onwards). In terms of content, the concept of ICD itself, or the context within which it is embedded, varies significantly across the different policies and in some cases there are indications that clear definitions have not been established.

At an EU programme operational level, the concept is well embedded in operational policy guidelines in the fields of education and training, culture and citizenship. For instance, the education and training and citizenship policy fields had intercultural dialogue as a particular priority in 2008, as did youth policy, although here the intercultural dialogue concept is addressed indirectly (i.e. through other priority actions) in the operational priority guidelines, and is embedded as a separate intercultural dimension in project content and methodology quality guidelines, assessment and award criteria. Multilingualism relies on the Lifelong Learning Programme and its actions, and sport on several Community programmes, including the Lifelong Learning, Youth in Action and Europe for Citizens programmes, as well as the European Social Fund, the European Regional Development Fund and the European Integration Fund.

The overall picture suggests that ICD has achieved high visibility in key operational programmes. Given that these policies were in place prior to the start of the Year, we cannot assess whether this would have happened irrespective of the Year. Certainly, more concrete actions across all policy areas might be ensured through, first, provision of a clearer definition of the concept, guidelines and examples of what the topic might cover and how the concept can contribute in every policy area (where there is EU-level responsibility); and secondly, by including an intercultural dimension in operational policy guidelines as a cross-cutting aspect informing project content and methodological quality guidelines, assessment and award criteria (e.g. youth policy and operational framework documents).

Coherence with national strategies and policies was strong in many countries, weak in others but at least not contradictory in any. Where a national policy impetus was already strong (not explicitly concerning ICD but encompassing related issues, notably discrimination), as was the case in Austria and Ireland, NCBs were able to achieve political buy-in and plug in relevant activities comparatively quickly. In other cases it was taken as read that relevant policy frameworks existed (the UK, France or Denmark for example) or specific measures were already underway and networks and Third Sector structures in place to implement appropriate activities (e.g. Finland). Other countries were less well placed or saw the Year as primarily an opportunity to celebrate culture and/or cultural diversity per se. In this sense activity was coherent with cultural policy or alternatively no policy was in place so the issue of coherence does not arise.

### 7.1.3 Efficiency

The total budget used was €9,879,717, which allowed the co-funding of seven Flagship Projects (with grants amounting to €2,363,248 giving an average of €337,607) and 29 National Projects (with grants totalling €2,993,830<sup>58</sup>), together with about €3,922,639 million on information, promotion, surveys and studies - of which the centralised information and communications campaign implemented by the Commission's external contractor accounted for €3,227,484. Some €600,000 was used for the opening and closing events.

<sup>58</sup> Each country received a grant ranging from €5,200 to €252,174 based on country size.

In terms of co-funded projects the application of these resources allowed coverage of the broad range of themes and objectives of the EYID through the implementation of a range of activities, in particular cultural and artistic events.

The approach adopted in terms of concentrating limited resources on a relatively small number of co-funded projects, while relying on Member States to develop and support their own tranche of relevant activities, appears to have been a sensible and pragmatic route to pursue, and one which was successful in procuring a balance of relevant national and pan-European activity.

The management of the Year by the Commission was efficient and won praise from those consulted. Some of the timescales were quite short, but such issues were a function of the overall process rather than connected to any failings on the part of the Commission.

#### 7.1.4 Effectiveness

In terms of meeting its objectives there are three types to consider: global, specific and operational.

Of these three, the **operational objectives** were met most fully, albeit with significant variation across the 27 participating countries (as might be expected) and with a bias towards raising awareness of the importance and potential of ICD. Strong contributions were also apparent to the objectives concerning identification and dissemination of best practice, education and media (drawing attention to the role these play in fostering mutual understanding between cultures), and to a lesser extent raising the profile of Community programmes that contribute to ICD. The most significant success was in terms of drawing attention to ICD-related issues, sometimes explicitly (i.e. with an emphasis on dialogue), but mostly in a more general sense, where the existence of cultural diversity or multi-culturalism per se was highlighted through cultural and artistic events such as concerts.

In terms of how well the **global objectives** were achieved, the evidence base is weak at this stage, so soon after the end of the Year. While a significant body of activity was implemented which demonstrated what ICD means, what works and why, it is difficult to point to evidence of anything other than a small number of examples of impacts on the views and attitudes of a large number of people or on policy-makers. It is also hard to prove that the objective concerning setting in motion a sustained process of ICD-related activity was achieved, although the evaluation offers some limited grounds for optimism here. In a small number of countries there are signs that a deeper, more structured dialogue within civil society is beginning to emerge as a result of the need identified during the Year to build capacity and networks outside of the arts and culture sectors. Indeed in some the distance travelled (from a very low baseline position) may be said to be significant. In such cases the explicit identification of the wider recognition of cultural diversity as a European “norm” (to which to aspire) was important.

Such an analysis risks painting an overly negative picture however, partly because by its nature the effects or outcomes of the Year cannot necessarily be measured in terms of

tangible impacts only five months after it ended. If we consider outputs, results and effects (or potential impacts), the evaluation has been able to identify a number of outcomes, attributable to the Year, which are likely to lead to impacts in the longer term. This is particularly the case for developments in the education sector.

In terms of **specific objectives**, the goal of focusing activity on young people was amply fulfilled, mobilisation of stakeholders was considerable (although it appeared to favour arts and culture organisations), but the involvement of and effects concerning disadvantaged groups was disappointing.

The Year produced a range of intended **outputs** and **results**, the scale and variety of which were considerable, helping to make a contribution to the objective of raising awareness of ICD as an important issue and potentially powerful policy tool. Evidence of **impacts** is limited to a few countries if we use a strict definition of the term - very few countries have indicated an intention to draw up a national policy framework for ICD or related areas, where this did not exist prior to the Year for example. However, taking impacts to infer actions or results with the potential to facilitate or lead to more concrete actions or changes in the longer term, there are some grounds for cautious optimism, especially in the education field, where schools were amongst the most commonly involved actors in the Year and education professionals appear to have been engaged in the Year (through events, but also via a number of teacher training initiatives); a significant number of Member States are pursuing informal and formal measures to strengthen ICD in schools. It is also important to recognise that for some countries, especially the most recent New Member States (Bulgaria and Romania), despite the apparent lack of tangible impacts, the distance travelled as a result of participation in the Year may in fact be considerable, given the relative unfamiliarity with the ICD agenda.

The **structure** of the Year was appropriate to its objectives, insofar as it successfully facilitated relevant activities on a national and pan-European scale. In many cases national also meant local and regional, a positive feature of the Year as a whole. The seven Flagship Projects were relevant and generally of high quality. They also represented a sound set of trans-national activity and may serve as a valuable pilot for any future ICD funding actions. The model of centralised information and communication activities delivered by an external contractor did not attract universal approval of those stakeholders and NCBs consulted, with reservations expressed concerning lack of subject expertise and local knowledge, and some difficulties working with local sub-contractors in some countries.

In terms of information and communication activities, the **external contractor model** adopted combined centralised activity (managed by an external media contractor structure), with activity at national level (again facilitated through the central contractor) and ensured a necessary degree of consistency in the ICD “message”. There was some inevitable variation in the local validity of centrally-produced information materials and, of necessity, the use of a pan-European media contractor was unlikely to have brought to bear specialist ICD thematic and geographical knowledge. However Member States had the option to fund additional activities from their own resources and there is no evidence that any of these factors had any adverse effects on the overall outcome of the Year.

On balance we conclude that the structure employed allowed an appropriate balance to be achieved between national and EU-level activity. The evaluation did not assess the performance of the external contractor.

In terms of impacts on **specific groups**, it is likely there was an impact on the perceptions of those young people who participated, which was further strengthened by the significant degree of involvement of schools in the Year.

Overall, where the NGO base was weak, **mobilisation of stakeholders** could be judged to be sufficient in order to start to build a platform for debate on how ICD can be embedded in organisations, stronger communities of interest can be built and how its influence on policy can be improved; while in countries with a strong NGO base engagement was stronger. However even here, sports organisations and public sector providers were less visible than might have been the case, the latter mirroring weaknesses identified in significant short-term impacts on policy-makers. In terms of mobilisation, the education sector stood out once again as a key player in the Year, across the board. However, evidence suggests that activities implemented to address disadvantaged groups were very limited, with the possible exception of the UK which had an emphasis on building inclusive communities.

#### 7.1.5 Sustainability

Sustainability is very hard to assess so soon after the end of the Year. Linking the question of sustainability to impacts, the biggest of these was on general awareness of ICD (or probably more accurately cultural diversity) among individual direct participants and indirect participants who were exposed to the year through TV, radio, newspapers and online. The extent to which such effects are sustainable is difficult to assess but is likely to be weak. For example while individuals valued the experience of participating in the Year, they appeared to be less confident that organisations and systems within which they worked were likely to change significantly, or that they had the power to promote change from within. It is however probable that a significant number of participants will nonetheless have received a boost from the Year and in many cases will carry on their activities with renewed vigour.

Sustainability on a project level appears to have been achieved in a number of countries where ICD-related funding schemes will carry on from 2009. Heightened awareness of ICD is likely to lead to increased interest in applying for funding of relevant projects.

In policy terms there is some evidence to suggest that the process of taking account of ICD in policy-making will continue in countries where a pre-existing framework or action plan was in place before the Year, or where there are tentative signs that development of such a framework is actively under consideration. Where these two criteria are not met it seems unlikely that a step change in policy will follow and, unfortunately, in a number of countries the issue may well drop down the policy agenda without further interventions, perhaps at EU level.

In terms of the sustainability of ICD as an item on the EU policy-making agenda, policy developments and formal and informal networks developed during the Year increased cross-

sectoral awareness of ICD and its potential contribution to a wide range of policy areas including education, regional development, employment, justice and security and external relations. This suggests that support for ICD at EU level is likely to continue in the medium term.

It is important that the year is followed up robustly by the Commission, both in terms of continuing to make available products and learning from the Year and supporting and encouraging Member States to do so and to exchange lessons; and in terms of considering how the momentum of and interest in the Year may be maintained at a policy development level, through the Open Method of Coordination and associated instruments.

## **7.2 Recommendations**

### **European Commission**

*Recommendation 1:* Provide continuing support for structured dialogue with civil society, through platforms for example.

*Recommendation 2:* Take steps to ensure continuing and systematic dissemination and exploitation of the outputs and results of the Year, for example by supporting the continuation of relevant features of the EYID website and building on the success of the photographic competition “Cultures on My Street” through identifying opportunities to use the images in connection with a range of EU and national activities as appropriate.

*Recommendation 3:* Consider commissioning further research in particular on the impact of ICD in schools, given the strong focus on this during the Year and the likelihood of longer-term impacts in a number of countries.

*Recommendation 4:* In particular consider measures to maintain the momentum achieved in the education field during the Year, for example by promoting and facilitating transfer of knowledge on the pedagogy of ICD, curriculum development and teacher training.

*Recommendation 5:* Consider ways to promote and stimulate the transfer of learning from the Year between Member States, through working groups at EU level including representatives of governments, civil society and other stakeholders for example.

*Recommendation 6:* Establish a monitoring and reporting framework to allow benchmarking of progress on ICD in Member States, for example through existing monitoring and reporting processes in the fields of education and integration of migrants.

*Recommendation 7:* Consider strengthening the ICD strand within Community programmes through the process of annual calls for proposals in order to better support co-funding of thematic projects, notably those with an emphasis on cross-sectoral cooperation between education, culture and youth on one hand and public services and/or active citizenship on the other.

*Recommendation 8:* Work with other relevant parts of the European Commission (within and outside DG EAC), including in the field of youth, lifelong learning, employment and education to ensure ICD is operationalised more explicitly and systematically in EU programmes; including making available to other parts of the Commission learning from the design and implementation of the Year.

*Recommendation 9:* Continue to work with key international organisations, in particular the Council of Europe and UEFA, building on the current effective strategic partnerships.

*Recommendation 10:* Consider ways to improve progress in some of the areas which lacked visibility during the Year – sport, disadvantaged communities and public services – including identifying appropriate partners in government and civil society with which to work.

*Recommendation 11:* In terms of future European Years, consider the following:

- How a systematic three-year cycle for European Years could be embedded in the process (preparation-implementation-follow-up), to ensure maximum preparedness and momentum.
- How the objectives of future years could be made more measurable.

## **Member States**

*Recommendation 12:* Consider, in the light of experience of the Year, developing a national action plan for ICD, starting from the EYID National Strategies and underpinned by an evidence base of research studies and statistical data.

*Recommendation 13:* Consider the relevance and potential of ICD in fields other than arts and culture, in particular sport, public services and active citizenship, by developing guidelines and templates to formulate specific ICD strategies.

*Recommendation 14:* Ensure ICD is taken account of in policy making across policy fields and sectors; and promote the contribution approaches based upon it can make to social and economic well-being. In particular, governments should take account of ICD in public service design and delivery, to promote community cohesion and social inclusion.

*Recommendation 15:* Consider measures to increase capacity in terms of civil society organisations that are able to address ICD, especially where the NGO base is weak, in particular through mapping the sector, developing networks and providing training.

*Recommendation 16:* Play a part in establishing and contributing to EU-level fora and working groups which are designed to share knowledge, steer policy development and increase the profile of ICD in national and EU policy-making.

*Recommendation 17:* Consider establishing systems for the periodic monitoring and reviews of progress on ICD in their country, together with appropriate indicators.