



European Network Against Racism

Réseau européen contre le racisme

An assessment of ENAR's Impact and Impact tracking

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I. Introduction

ENAR (the European Network against Racism) is a pan-European anti-racist network focusing on advocacy for racial equality and facilitating cooperation among civil society anti-racist actors in Europe. The organisation's efforts are structured around specific forms of racism: Anti-Gypsyism, Afrophobia, Islamophobia, anti-Semitism and xenophobia, as well as transversal and operational issues. All of these are organised in portfolios:

- Employment
- Equality data
- Racist crime and speech
- Migration
- Security and policing
- Network development & communities mobilisation
- Research, data analysis
- Press and communications
- Admin, office and event coordination
- Advocacy coordination and planning, management
- Relation with board, fundraising, management
- Admin, Finances and HRs, management

ODS - a Brussels-based consultancy working with NGOs - was invited by ENAR to support their impact measurement over the period 2014 - 2015 and offer advice on the tools used by the organisation in tracking their impact and reporting externally. The project took place between February and May 2016, in which period ODS conducted a roundtable discussion and individual interviews with team members at the ENAR Secretariat, interviews with ENAR Board Members, and key informant interviews with ENAR member organisations and a representative groups of stakeholders including policymakers and donors.¹ In addition, we conducted a review of the tools which are currently used to track impact as well as the reporting formats, and consulted with an external expert on potential alternative IT tools and approaches.

While the scope of our work did not explicitly extend to organisational aspects of the work of the ENAR Secretariat, we have gained some insights in the way the activities of the office are organised, as it also has a bearing on impact measurement and the use of various reporting tools. Insofar as relevant, we have therefore included these insights in our report.

¹ The list of interviewees is included as Annex I.

II. Executive Summary

ENAR's impact is widely seen as good, as is the expertise of its staff and its visibility in the Brussels sphere. The internal impact of the work of the Secretariat on ENAR Members has also been improved even as there is still a tension between ENAR's EU work and its Membership engagement. This tension aligns with the more general question regarding ENAR's Theory of Change: where can ENAR expect to achieve the most impact, through the EU or more directly through its members?

A decision on this is outside of the scope of this report but the information to arrive at such a decision, is currently insufficiently available. ENAR's impact tracking is not bad compared to other Brussels advocacy organisations, and has significantly improved after the Deputy Director of Programmes implemented a variety of new tools and practices, but there are some significant issues to be resolved. The key problem is that tools that are in place are not being used. The causes of this are twofold. On the one hand there are too many tools and some of these are too complicated. On the other hand, staff should make more of an effort to document their work properly. ENAR's management should educate staff on the benefits to the work (both the content and the communication) of good documentation and can be more strict when it comes to requiring staff to follow the agreed reporting procedures.

ENAR can improve the way it documents its work with a combination of continuous and consistent note-taking, more interaction between staff and regular evaluation moments which are then connected to ENAR's strategic objectives. Doing so does not necessarily require more scientific methods as there is no way to actually 'prove' impact in an advocacy context. What ENAR can do is show that through their many successful activities, impact is sometimes generated in the short term and a story can be told on ENAR's contribution to change in the medium and longer term.

Even though it has not been possible to assess ENAR's overall impact based on the available information, in the course of the interviews we were able to identify several instances of clear and impressive impact in addition to the general sense among interviewees that ENAR is on the right track. The agenda setting role of ENAR on Islamophobia and now also a similar role is emerging on Afrophobia; the inclusion of ENAR in a new Commission steering group on Human Rights; the revitalisation of the Intergroup on racism in the European Parliament; a very good and useful General Assembly which fostered closer ties and exchange of expertise between its members. This report provides these and other examples.

Together, our assessment clearly indicates that ENAR is achieving a lot but that it could and should bring their impact tracking and communication on their work, at a higher level, especially when it comes to identifying the mechanisms through which change is brought about.

III. Assessing ENAR's impact

We have found strong indications of the main areas of impact of ENAR. The organisation has contributed to putting specific forms of racism on the political agenda of European Member States and keeping anti-racism on the agenda of the European institutions. It has also contributed to the local impact of its members through creating connections leading to shared initiatives between members, and facilitating the sharing of expertise across members in support of their local advocacy.

Theory of change

ENAR has not explicitly formulated a Theory of Change or strategic vision on how their activities support their objectives even as they do reflect on how they intend to achieve their mission in their reports, logframe and other tools. Staff and Board also share an understanding of the organisation's short to mid-term objectives, and support those. However, there is little internal dialogue aimed at assessing whether the activities of ENAR contribute to their mission over the mid-to long term. Combined with the lack of a clearly outlined theory of change-like strategy, this means that underlying assumptions are rarely tested and the workplan is not revisited in case activities don't bring the desired results. One such scenario would be if the organisation decides that EU advocacy is not the most efficient way of bringing around the desired change, and would decide on changing course towards a more grassroots, platform role. This would necessitate a shift in strategic planning and a reframing of ENAR's impact, and would be greatly aided by a well-circumscribed Theory of Change.

Not having an explicit theory of change also limits the potential of ENAR to communicate effectively with potential funders, especially with private donors who these days seem more interested in the narratives connection the mission and impact than in measurable outputs. They often depart from the question: what is the change that ENAR wants to make in the world, and how is it pursuing this change? Theories of change are also important in strategic planning but since the such a theory does seem to be common knowledge among most of ENAR's staff, we see the added value of an explicitly formulated theory of change (or equivalent strategy paper) in its communication and fundraising potential.

Outputs vs. Impact

In the reports reviewed and in discussions with ENAR staff, impact outputs and outcomes were often used interchangeably. The examples that were most often mentioned, were examples of outputs. These examples included publications, media mentions, events etc. However, in some cases, we did find clear examples of the longer-term achievements of ENAR's work. This does not mean we conclude there is limited impact or that in our interviews, external stakeholders considered ENAR's impact insufficient. The opposite is in fact true as ENAR's contributions are highly valued and the impact of their work is often assumed even if a clear story is lacking. Several interviewees also remarked that even as they would like more focus on tracking and showcasing of impact, they acknowledge that since the arrival of a new Deputy Director of Programmes, a lot has been done to move from output to impact tracking.

Examples of areas of outcomes/impact

Naturally, defining outcomes and impact in advocacy organisations is a complicated task, as the results of advocacy may be difficult to attribute to one organisation out of a plethora of actors; and societal impact hinges on the implementation of legal norms in the individual countries. Indicators required for funder reporting may be unhelpful to understand the more removed effects of the work. As a result, ENAR itself is often not aware of the extent of its activities over the longer term or in the Member States.

One way to address this limitation is to focus on the story of the change to which ENAR's work has contributed, instead of overly emphasising so-called measurable outputs. This storytelling can take place through case studies and narratives of change, but also through more data driven reporting when activities, outputs, results and assessments are well documented and used to bring to light patterns and likely causal relationships over time.

The political agenda

One of ENAR's main areas of impact is putting specific forms of racism on the political agenda in Member States and the European Union, and to the attention of decision makers.

The Islamophobia programme has, over time, contributed to changing the political discourse about Muslims in Europe. The cumulated effects of media work and advocacy with decision makers have led to some instances of specific policy change. For instance, in Belgium specific legislation has been adopted on Islamophobia. In parallel, the concept of Islamophobia took root in the public discourse. Media sources, academics and commenters talking about the phenomenon increasingly use the term. As the term was originally coined by ENAR, tracking these mentions give a good idea about the spreading of the network's views. There is a strong connection between advocacy, spreading the use of the term (and thus of the concept of a specific type of racism targeting Muslim people) and policy change. The change took place over a long time (10+ years), building on ENAR's and its members' work over these years. Therefore, it can be attributed to their work, but obviously not to any specific event within the campaign.

Regarding ENAR's Afrophobia programme, the situation is thought to be less hopeful by some as it is difficult to get the topic on the agenda within the Institutions and public awareness is very limited, precluding the possibility of applying public pressure. However, some within ENAR and the EP are convinced that by following the long-term strategy that has proven successful on Islamophobia, the notion is already beginning to take hold. One indicator of that has been ENAR's close cooperation with the US Helsinki Commission and the US Congress Black Caucus in an event in Brussels, resulting in a letter sent to EP president Schulz urging him to put Afrophobia on the EP agenda.

Member state level

ENAR as a European network has an important role in advocating for issues where EU decision makers can influence the agenda of Member State governments. Equality data collection is one of these areas. In these cases however, it remains important to acknowledge the limitations to what ENAR can achieve through advocacy at the EU level on issues that are ultimately the competence of the Member States.

The programme on **Advocacy for Equality Data Collection** has made a significant difference in how the Member States implement EU equality policy. This work, which started in 2013, is much more recent than the programme on Islamophobia but two examples of mechanisms that are likely to lead to impact are already discernible. On the one hand, ENAR has reached out to governments and NGOs in the EU Member States to advocate for equality data collection. On the other hand, ENAR's work has advocated with European institutions to support enforcement of the data collection by soliciting their commitment to publishing a report which compares Member States on the basis of the level of reporting and offers guidelines on data collection. This comparison could motivate Member States that are lagging behind, to improve their practices. It could be followed by a concrete guidelines or recommendation to Member States on standards. In this case, ENAR has managed to work with a coalition (OSF and MPG) to have a bigger reach at national level and to bring the issue through the institutions to pursue the goals of more involvement from Member State governments based on the evidence, and more evidence-based equality policies in the Member States.

European Parliament Anti-Racism and Diversity Intergroup (ARDI)

In other cases, the projected longer-term impact of the action is less clearly defined. This reflects some disconnect between the strategic thinking on ENAR's long-term goals and the short-term steps that lead towards these goals. Again, this is not proof that ENAR's activities are not contributing to their long-term objectives but the link between them and ENAR's contribution to change are more difficult to convincingly show without connecting strategy and activity.

The mechanisms through which ENAR expects to achieve impact through its support of the **European Parliament Anti-Racism and Diversity Intergroup (ARDI)**, are not entirely clear from programme documentation. ENAR was certainly instrumental in revitalising the intergroup and in getting a full time coordinator for the intergroup, and is closely involved with its work. Stakeholders involved with the Intergroup are also aware and appreciative of ENAR's contributions, and the agenda of the intergroup closely follows ENAR's strategic priorities. The ARDI coordinator is working almost as an extension of ENAR and inversely, he uses ENAR as an external pressure group within the EP.

Feedback has been enthusiastic about the contributions of ENAR to ARDI. It is appreciated that the organisation has strong content knowledge and a strong positive, non-controversial public image. In some cases (such as in the case of the legislative proposal on combating terrorism), ENAR already has some successes through the Intergroup: it managed to get amendments adopted regarding language on antiracism in the proposal, something that large NGOs struggled with. In this case, it is of crucial importance to differentiate between the impact of ENAR and the impact of the ARDI. Therefore, we can conclude that ENAR has had significant achievements within the Intergroup, even as the Intergroup itself has sometimes had more limited success in agenda-setting for MEPs or committees, especially if those were not already sympathetic to the topic. ENAR members are enthusiastic about the interactions of ENAR with the EP, and of the possibility of meeting the MEPs of the intergroup during the GA in 2015. They do feel that the communication about the Intergroup has "dried up" since. They would welcome more updates about the work of the intergroup and its relevance for ENAR.

Overall, after the successes of ENAR in re-vitalising the Intergroup and achieving the institution of a full-time coordinator, the organisation has to think about next steps. We recommend that ENAR drafts a strategy on communicating with and about the Intergroup with members, and develops a strategic vision on taking its relationship with the European Parliament to the next level, building on the first successes with ARDI.

Building a network

As mentioned, ENAR's influence usually becomes visible in the long term, as a result of the cumulative effect of several programmes and activities interacting with the wider legislative and cultural context. It is therefore important to look at some achievements in more procedural/indirect areas as well, such as the added value of ENAR in building capacity within member organisations. We think these aspects are useful to include, as the impact of ENAR's activities is usually realised on a very long timeline. Furthermore, these indirect achievements can contribute to telling ENAR's story to stakeholders and funders in addition to leading to more advocacy opportunities together with those members.

One of the complex tasks that ENAR faces is creating and communicating the added value of its network. Often, the Secretariat gets confounded with the network, while in reality the Secretariat and the Board have the task of supporting members, besides coordinating advocacy activities. Part of this is due to the convoluted history of ENAR as a Commission's initiative to set up a grassroots movement. This tension between member engagement and EU advocacy is still noticeable, even more so as with growing expectations from members, more resources are needed which are at the moment unavailable.

ENAR's modus operandi assumes strong cooperation between members and between members and the Secretariat. This is presumed to take place in both directions: information is to flow from the Secretariat to members, and members should cooperate with the other members through the Secretariat in order to offer national-level information for the research. Ensuring that collaboration and communication are reciprocal, instead of only streaming information from the secretariat toward the members, is key to building ENAR's contributions.

Not all member have the same level of interest or capacity to represent ENAR priorities to their national stakeholders. This is to be expected in the case of work that bears little relevance to the national context of some members (e.g. Afrophobia in the Eastern European Member States with low populations of African descent, who feel that anti-Gypsyism is not given due attention). Nonetheless, members would welcome a more targeted sharing of information from the Secretariat, and clearer channels of communications towards the Secretariat.

One aspect of the membership which is sometimes overlooked is the ability of ENAR to connect members to each other, to support their national campaigns and form consortia to work together on projects. To some interviewees, the network is in that sense already making a difference as they have been connecting member organisations with relevant others within the network who have the specific expertise needed to support their national advocacy. The GA 'new style' has also proven an excellent venue for connecting with others and the 2015 GA was greatly appreciated, both among long standing and newer members.

One member in Lithuania particularly appreciated that they were connected with a Hungarian expert on Roma integration for their campaign on the same issue. The expert presented insights from successful community initiatives in Hungary at a roundtable with municipal authorities on the first Vilnius action plan for the Roma community, and this was recognised as instrumental in changing the tone of the discussion from a “problem mindset” (focusing on the Roma community as a criminal problem) to a socially conscious, solution-oriented one. This was a new way for the representatives of the municipality to look at the Roma population. The recently approved final action plan shows that in some parts (e.g regarding resettlements) the actions were framed in a socially sensitive way.

Allocating resources

There is considerable pressure on ENAR from funders and members to extend the portfolio of issues covered by the network. Members are especially interested in the work of the organisation in their own areas of expertise. This inevitably means that some of them feel that their priorities are not as well represented as they would like. Some Eastern European members expressed a feeling that the agenda of ENAR's work is often driven by priorities flowing from a Western/Northern European perspective. At the same time, ENAR's Board needs to be able to make strategic choices, concentrating resources where it can add value in comparison to the other organisations working in the same arena.

Whatever is done, these choices need to be made through a fair process, clearly reasoned and communicated to member organisations, and assessed continuously to test the underlying assumptions. Making these clear choices, would also benefit donors we interviewed in understanding what ENAR is asking them to fund. One interviewee urged ENAR to become bolder in stating what they want, less detailed in their reporting and more self-confident in their ability to achieve impact, but better at offering a comprehensive rationale for the choices they make.

In order to be able to make such decisions on what to include and what to exclude, it is fundamental that ENAR has a good grasp of its added value in each area. Considerations could include ENAR's added value in conducting research across Member States (which individual themselves would never be able to do), or their unique perspective. In an area such as migration, a multitude of actors is active so if ENAR engages it is crucial that it chooses a specific angle and works in concert with other CSOs.

*The **Equality @ Work** programme has been mentioned in some interviews as a programme that is consistently less successful than foreseen but is being kept in the portfolio for external reasons, such as strong EC preference for keeping the programme running. Unfortunately, this means that the programme has been nominally kept open but few resources are being allocated to it. In such situations it would be strongly preferable to conduct an objective review of the programme and of the extent to which it is reaching its objectives. Based on the insights from this review, the organisation can then either decide to restructure the project in order to increase its effectiveness; or use the results of the review to argue for discontinuing it. This would fit into a wider shift within ENAR towards periodical assessments of programmes. In order to ensure that programmes deliver the results that ENAR (and funders) had in mind, conducting reviews would offer a valuable resource for steering, re-structuring or de-prioritising activities. These could take place with external experts, or internally.*

Roadblocks and enablers

We have identified some roadblocks that may be hindering ENAR's efforts towards creating impact, tracking that impact and reporting on it externally.

Firstly, the Secretariat has limited oversight of the "afterlife" of its publications. It is challenging to understand to what extent members have been able to leverage ENAR reports and other outputs to further their national advocacy efforts. This limits the secretariat's ability to build upon the results achieved through its work in the national context. Similarly, the Secretariat has limited knowledge of the meetings attended by team members. Currently, individuals report via e-mail to the Deputy Director for Programmes. This does not allow for outcomes to be followed up on after meetings, nor is the practice of the email reporting used by all staff.

Secondly, planning and management inefficiencies are hindering the use of resources within the Secretariat. One of the most apparent instances of insufficiently planned work calendars is that they do not reflect ENAR's work on communication and advocacy in response to current events. This is especially the case with the media engagements of the Director, engaging with media in the quality of ENAR's Director, but also as an independent expert. These appearances are often managed by the Director himself, and do not go through the ENAR Communications department. This results in limitations in the Secretariat's ability to track the outcomes of these activities, as well as leverage them (e.g. with potential new funders).

Finally, the yearly reporting of the organisation is driven by funder requirements. This is understandable but may end up producing information on outputs (which help a funder, particularly a profoundly bureaucratic one like the EC) trust that their funds were spent responsibly. However, they result in publications that focus on activities that took place rather than the narrative of change supported by ENAR's work. Even within the Commission, there is a strong need for analysis on why ENAR does what it does, in addition to the technical reporting requirements.

Luckily, ENAR can leverage a variety of enablers to face these roadblocks. The content expertise and professionalism of the staff members of the Secretariat is one of its strongest assets. This expertise is widely recognised among decisionmakers, and lends ENAR an authoritative voice in discussions. As a consequence, ENAR can also leverage its standing with decision makers and funders to enact change, for instance in cases where it needs to make changes to programmes. After the changes in the membership, the organization can also build on a solid and broad membership. The "brand" of ENAR is strong and has been reported to help members strengthen their influence in their national processes, as well as provide them access in the EU arena. The general consensus therefore, is that ENAR is achieving a lot even if it is not always good at showing it.

Recommendations regarding impact

Monitoring and Evaluation approach

1. We strongly suggest that ENAR dedicates a few days with all staff and possibly some stakeholders, to develop a written Theory of Change or equivalent summary of its approach and the environment in which it operates, before the next strategic programming period.
2. Define better the mid- to long-term objectives for ENAR which are independent from outputs required by funders; focusing on the change that ENAR wishes to promote in the world.
3. Further shift the attention in reporting from outputs to narratives. Instead of the number of reports and media appearances, focus on telling the story of how ENAR is making a difference.
4. Take care that information is captured and can be found back.
 - a. Revisit the process around reporting on events attended by staff, e.g. by a form instead of e-mail
 - b. Re-organise the internal server in a way that makes information easily retrievable.

Processes and network

5. Provide more targeted and concise pieces of informations to members, via dedicated e-mail lists, while reducing the amount of e-mails members receive in general.
6. In newsletters, include news and possibilities for action connected to the EP intergroup
7. Offer further possibilities to members to engage with each other/ the Secretariat: involve them in meetings with decision makers.
8. Make strategic choices about new areas of work before taking them on. Consider ENAR's added value and resources in these cases.
9. Take a proactive approach to programmes. This could take the form of a review process, which culminates in a restructuring or winding down of projects that are not working as foreseen. This can be discussed with funders (as the EC in the case of Equality@Work) to ensure that they are on board with this approach.

Organisation of work

10. Plan activities related to current events into the work programme, allocate sufficient resources and clearly outline how this work contributes to ENAR's mission.
11. Add a separate portfolio with resources for Communications/Brand management outside individual programmes, in order to have a framework for the communications work done on behalf of the whole Network, not individual projects.
12. Consider changing the frequency of the Shadow reports to bi-annual instead of annual, in order to free up resources for other activities.
13. Closer attention from senior management to the work of individual Secretariat staff, and more structured enforcement of adherence to agreed procedures would help with the implementation of new working processes suggested in the next chapter.

IV. ENAR's toolbox for tracking impact

General

At present, ENAR uses a range of data collection tools and reporting formats to capture information and aggregate them for external use. The implementation of these are seen as a substantial improvement if compared to the way monitoring, evaluation and reporting was done before a restructuring effort in 2012, especially after the arrival of Claire Fernandez as Deputy Director of Programmes. The restructuring was seen as a necessary transition to a more structured way of working and consciousness about the strategy of the network. The Deputy Director then introduced a variety of tools which documented more of the information (including a logframe and theory of change), continued to restructure the organisation and ensured timely and adequate reporting to donors.

The current system does not yet operate flawlessly however. The combination of different approaches is not deemed very user-friendly while the focus is still more on deliverables and outputs rather than on outcomes and impacts, despite efforts to change that. This is not to say that ENAR is performing poorly compared to similar organisations - quite the contrary - but both in internal and external interviews, a wish was expressed to further improve the process. It should also be acknowledged that 'measuring impact' or 'attribution' is notoriously difficult if not impossible. As we argue elsewhere in this assessment, more quantitative impact tracking is more realistic, especially when rooted in a solid pool of data collected continually and assessed periodically.

From the interviews and the Roundtable, the most common problem regarding the documentation of ENAR's activities appeared to be the differences in type of tasks, personality and reporting requirements for each ENAR staff member, which make it difficult to design a single impact measurement protocol for everyone. ENAR has attempted to reflect this diversity by streamlining the reporting process and aligning it with the objectives and indicators for each programme, while still offering several options to document the work. This has resulted in a logical framework and policy agenda spreadsheet, which are comprehensive and reflect ENAR's objectives. Several reporting formats have also been designed that are appreciated externally: a monthly 'achievements' newsletter, annual reports and member updates.

ENAR's reporting is at a higher level than some years ago but day-to-day realities require the further development and streamlining of its information management.

Data collection

ENAR has adopted a range of approaches for the collecting of data on its activities, which is needed for impact tracking and reporting purposes.

Logic Framework

ENAR has a carefully designed and comprehensive logframe which specifies the activities, the strategic and sub-objectives that activity belongs, and KPIs for measuring success. Unfortunately, the logframe is not used by ENAR staff to monitor these activities or goals and connect the actual work done to the objectives. This is not to say that ENAR staff or Board are not conscious of most of the strategic or sub-objectives. Almost all interviewees - including Board Members and even several external stakeholders - could name ENAR's broad programme areas and objectives. Staff also seem to have a good understanding of their tasks in terms of their deliverables. However, the reporting would need to rely on more diligent documentation in order to be able to track those activities over time, connect them to the relevant objectives, measure their progress and include others in the assessment of impact.

Partly this seems an issue of design. The spreadsheet is too extensive and complex to use on a day to day basis. In addition, no matter how extensive, real-world activities will always defy categories, fall into different categories or change categories once some time has passed. Another issue is that an important part of ENAR's work is missing from the logical framework altogether. As mentioned earlier, responding to current events obviously has a cost but that work is not integrated in the work plan or the logframe. The resulting workload and pressures to respond while implementing programmes, also have a negative effect on the willingness to document actions and support ENAR's reporting.

Advocacy calendar

The purpose of the advocacy calendar is to plan advocacy actions throughout the year, and register and assess those after the fact in one spreadsheet. In addition to planned activities, advocacy opportunities and meetings with important stakeholders, ENAR's ad hoc activities are sometimes also included in the advocacy calendar. However, the logical framework and the advocacy calendar are not fully aligned: the former concerns ENAR's work in relation to their strategic objectives while the latter reads more as a list of opportunities rather than the result of a careful assessment of ENAR's priorities.

In principle, the combination of a calendar and a reporting framework could be very useful, but as neither are used as intended (the advocacy calendar is only completed in a few instances, and the reporting framework is filled in only sporadically by team members) they do not fulfil their potential. On the basis of the information in these two tools, it is not easy - if at all possible - to draft a report or assess the impact of ENAR's work without substantial additional information gathering.

Team and portfolio meetings

Besides the added value of team activities for creating a collegial work environment, team meetings can be an important tool in planning and coordinating work as well as gathering insight and feedback. According to several interviewees, internal team meetings are not used to exchange experiences, challenge assumptions, and ask questions. It is felt that staff sometimes work in parallel which does not benefit horizontal learning or install a sense of common purpose. Regular brief updates on each others' work, with the opportunity to compliment or ask critical questions, would help to solve that.

The ENAR team is organised along the lines of so-called portfolios (the division on the basis of the type of work, combining vertical and cross-cutting themes) and in principle, each portfolio team should have at least two strategy meetings per year to assess progress towards achieving the programme objectives and desired impact. However, these meetings rarely take place as they are deprioritized in the face of more urgent needs, which is a consequence of leaving out ad hoc activities from the work plan.

Focus groups, surveys and evaluation forms

The results from focus groups were not made available for this research and in any case, no focus groups have been conducted in recent years. In the mix of data collection tools, a periodical survey among ENAR members or a focus group of stakeholders can be a useful addition but these tools need to complement diligent data collection as they are too labor intensive to serve as a basis for ENAR's Monitoring and Evaluation framework.

After meetings organised by ENAR, standard evaluation forms are handed out to capture the feedback of the participants. The response rate is often good as for example during the last GA, 70 participants completed a form. It is unclear how the information from these evaluation forms is subsequently used in reporting, other than for the benefit of the European Commission. If designed well (and disseminated digitally instead of on paper), the results could be used to adjust the activities, provide context on the impact of ENAR on its member organisations, and insights in the priorities of the participants. Several interviewees did indicate that the quality of the events and especially the GA, has greatly improved over the last couple of years which point to ENAR's learning abilities.

Communication Data (social media, media value, web visits, etc.)

ENAR uses a modern and multifunctional CRM called ZOHO, which offers opportunities for registering and assessing contact moments but is at present not used for that purpose. The Microsoft Office and Google solutions used for document, e-mail and calendar management are not connected to the reporting or the strategic objectives either. ENAR does monitor and register its social media activity, media presence and web visits continuously. However, we have found no evidence that these numbers are subsequently used to adapt ENAR's strategy or support the impact measurement other than indicating that more or less people have been engaged. It appears that social media is not really used in the "social" sense to engage and maintain a conversation with members and stakeholders due to limited capacity in the Secretariat and currently mostly functions as a broadcasting channel.

Minutes, E-mail summaries or Bullet-point lists

There is a comprehensive protocol for documenting meetings which ensures that in ENAR, much of the information in those meetings is captured. For reporting purposes however, minutes are only useful if they are concise, follow a clear template, include some kind of analysis, are complete and are easy to find. At ENAR some meetings are minuted and those minutes are offered as verification method for certain deliverables or desired outcomes from the logframe. The minutes are a basic reflection of what was discussed but do not include an immediate assessment of the meeting in question, or connect it to

the objectives in the logframe. This means it will require a substantial amount of work at the end of a reporting period to comb through these minutes in search for the relevant information. Finally, minutes are not kept consistently for all meetings and the available template is not always used.

Some meetings, events or important discussions, are summarised in individual e-mails to one or more colleagues, or in separate documents filed on the server. This is a suboptimal way of documenting and when asked, several interviewees admitted that they wouldn't know how to retrieve the relevant information if they wanted to, let alone allow someone else to extract comprehensible data from those notes for reporting or impact measurement. However, the person responsible for donor reporting at ENAR did indicate that this at least provides her with some information on those meetings which is an improvement over the earlier situation where often no record was kept at all, even as this still does not allow her to track outcomes over time.

The documenting tools in place are solid and useful but they are too many and go underused, both because of excessive complexity and lack of willingness to use them on the part of staff. More immediate qualitative analysis would help to make the information more useful.

Communicating impact

Monthly 'Achievements' newsletters

ENAR sends out monthly achievement summaries of a page each, to a selection of external stakeholders, members and donors. These one-pagers are generally appreciated among the recipients we spoke with. They provide a quick overview of recent activities and offer a moment to promote ENAR to these stakeholders, which is seen as a significant step up from the way they were informed previously. However, the consensus seems to be that the frequency could be reduced in favour of a more in-depth explanation of the activities, their impact and link to ENAR's vision and objectives. Reducing the newsletter to bi-monthly or even quarterly while expanding the scope to include a qualitative analysis, would enhance the effectiveness of the newsletter. The production of the newsletter could then also be aligned with quarterly internal evaluations in which the team collectively discusses progress towards ENAR's goals, as suggested below.

Reporting to board and members

Members generally appreciate the information provided by the Secretariat in the newsletters and mailing lists, but feel that the information is not targeted enough. At the same time, e-mail and newsletters remain the principal source of information for members, as the interviewees have indicated that they make limited use of the members' area which is made available on the back-end of the ENAR website.

Reporting to donors

The donors we interviewed appreciate the level of commitment which ENAR displays in reporting on its activities. But as with the monthly achievements, a more strategic overview would benefit their

understanding of what ENAR actually achieves or at least offer insight into the environment that ENAR is operating in. Especially to stakeholders outside of the Brussels bubble, it would be useful if ENAR would show the connections the activities at EU level, the collaborations with members, and the eventual objectives of the network, its members and the donors.

Donors do believe that ENAR is doing what it promises and they also see impact in certain areas but a reasoned strategy (or Theory of Change) would better show why certain things are done and why others are not. This is true for the reports for private donors as well as for ENAR's annual report. For the European Commission, reporting requirements are of course quite rigid. However, even within the Commission, realities are changing and some interviewees have indicated that a more strategic approach, connecting the dots between levels of activity and working with ENAR members to provide a complete picture of an issue, would be welcome.

Some of the outputs are still presented in formats that make dissemination challenging or have an unclear strategic fit. ENAR's shadow reports, for instance, are usually disseminated as paper documents of a substantial length. This may limit their takeup while requiring significant (human) resources at the same time. ENAR should therefore carefully consider the return on investment on producing the shadow reports, including their frequency, and adjust the planning accordingly. Some of the most positively judged outputs have been the ones where ENAR has experimented with new formats. Infographics and video have been highlighted as are areas that are worth exploring further for ENAR's advocacy efforts, but little information was available on their actual impact to date.

Reduce the frequency and assess the cost/benefit ratio of communications as well as publications, moving to a greater emphasis on strategic vision, connecting the dots and visuals.

Conclusions regarding information gathering and reporting

The above leads us to conclude that on the output side, more qualitative analysis and strategic vision would help satisfy donor needs. At the same time, it would also help ENAR's learning process and the development of a shared strategic vision which is adapted when needed. This is only feasible if the information gathered, is adequate in terms of comprehensiveness and quality, and if data is properly categorised and processed throughout the year. It is only possible for ENAR to arrive at a more strategic reporting standard if there is in place preceding the actual report drafting. If a clear information gathering process is not adopted, information (from activities but also on more complex patterns that emerge while researching a topic) will be lost and the person(s) responsible for analysing the information will be overburdened once impact needs to be registered and reported on.

Quantitative research methodologies used in M&E at some other CSOs – especially in advocacy and development – are not optimal either. More data-driven practices lifted from government research or the corporate world – including a very rigid interpretation of Theory of Change models – are not sufficient to

capture the often intricate contributions CSOs make at the local level or in complex policy processes. For such processes, granular information gathering close to the ground shortly after an event or output, tracked over time and captured in convincing narratives that combine the qualitative information with data that is available, would be a better solution.

Process

One of the interviewees remarked that the reporting requirements are not part of the work but added to it. This is problematic in two ways. Firstly, this means that the workload of staff is inadequately assessed, leading to higher stress levels and a negative view on reporting as an activity. Secondly, it indicates that reporting or rather monitoring, is not an integral part of ENAR's day-to-day routine. Once the activity of monitoring is a normal part of the work and planned for, it becomes much less burdensome and ideally it would serve a process of continuous internal learning and adaptation to changing circumstances.

Monitoring should not only be done for the benefit of reporting to donors or for accountability to members and the board. The activities to further ENAR's mission should consistently be documented, assessed and discussed within the organisation in order for ENAR to be adaptable and creative in its advocacy. Information can be used for many different purposes: personal notes, internal collaboration, knowledge transfer, learning, external communications, donor reporting and annual reports. This means that information should be categorised or tagged. ENAR's objectives and the steps it intends to take in order to achieve those objectives, should and can guide the design of those categories,

The focus of the current reporting process is tilted towards individuals registering information without any clear incentive to do so, let alone any enforcement mechanism to ensure it is indeed done. In the hectic work environment of an NGO, this is not likely to result in consistent information gathering by all members of staff. A more balanced combination of a positive incentive to document (information will serve multiple goals and individual needs) with external pressure (assumptions are regularly being tested in discussions in a safe environment) and more forceful control by ENAR's management, could improve this practice. On the final point; an agreed reporting process should be diligently monitored and enforced by the Director, or the Deputy Director of Programmes should be given the explicit mandate to do so.

Technical issues

The issue with the technical tools used to monitor and capture information, is not so much that any given reporting tool at ENAR is inadequate or wrong. Rather, there are too many ways in which information is captured, which dilutes and fragments the data, while confusing staff. There are tailored technical solutions available for a modest fee, which can consolidate several functions currently spread over many tools and in many different locations. In absence of such a new tool however, reducing the number of ways in which people are able to document their work, regular monitoring of the information and smarter deployment of tools such as Microsoft Outlook or ZOHO, could already help make reporting easier. A simple questionnaire instead of a spreadsheet, could already provide some relief and help staff to capture information in an easy yet useful manner.

A possible M&E process

The below process could serve as the basis for ENAR's reporting and impact tracking process. Clearly, specific funders may have additional reporting requirements - the technical reporting to the European Commission comes to mind - which may require additional steps to be included. But even for more technical reporting, a large database of well structured information on the day to day work would satisfy most if not all the requirements and would in any case make producing the technical report much easier.

1) Continuous documentation of activity and immediate impact

After an activity - event, meeting, paper published, etc. - notes can be captured in bullet points (or even in pictures or voice recordings eventually) by the ENAR staff member(s) involved. These notes could be registered in a tailor-made template which combines free text with a internal mini-survey. This template can be used on or offline. In the mini-survey, the person documenting the activity needs to choose:

- What the activity was; a drop down menu with event, meeting, report, interview, etc.;
- Factual information; date, location, names, etc.;
- With what kind of person; a drop down menu with policy maker, funder, media, etc.;
- What the objective was; gathering information, advocating, project meeting, etc.;
- Which ENAR strategic objective it serves; a drop-down menu in steps, outlining the programme, strategic objective and specific objectives;
- Brief assessment; in free form bulletpoints assess the quality of the activity, its potential outcome, its immediate impact (if there is any), lessons learned and next steps.

If designed well, a narrative tree is thus built throughout the year, aligned with ENAR's objectives and work plan. This approach has the added benefit of replacing an activity that staff will be expected to undertake anyway, namely to take notes. It also has the added benefit of making project management easier in combination with good calendar management.

2) Smart use of the available data

Even though there are simpler tools available which are better tailored to ENAR's work,² in the short term, a better utilisation of the existing tools could already start providing more information for the various reports. The online data and surveys are already quite useful but could be put to even better use for the impact measurement if the tools are used more frequently and if the data is better aligned with the logic framework.

In itself, these data do not have a lot of importance to suggest impact except if media visibility was a specific objective, which it isn't. But together with the information from the mini-survey and the assessment of impact in the later stages of the process, they can then support ENAR's thinking on which elements in its work are effective and where adaptations may be needed. More importantly, if

² Wunderlist, Workflowy or another cloud-based note taking tool could be useful

these data are used in support of the other available evidence, a story could be told (also towards donors) which makes a plausible case for impact. For example, if the publication of a shadow report does not generate more web visits or Facebook activity but does lead to an important meeting and a tweet from the policy maker after the meeting does generate a lot of attention, this may lead a shift in focus and possibly the publication of a summary visual to generate more attention. It also makes it easier for ENAR to show their contribution if that policy maker subsequently does something impactful.

This means that ENAR's communications manager should periodically assess the available data and discuss with programme officers and the director how this data relates to the findings from other sources and where perhaps additional impact can be expected if certain changes are implemented.

Post-event questionnaires should be reviewed and aligned with the other templates. They may need to be shortened and should result in standardised reports on the quality of the events.

3) Sharing successes at team meetings

In team meetings - which should be held regularly with most staff and the director or deputy - space should be reserved for exchanging successes and informal evaluation of major events or outputs. This forges a closer community and ensures that there is sufficient cross-pollination between programmes. The results of these team meetings should be documented in much the same way as all the other meetings, in bullet -and action points and by answering a few basic questions, rather than full minutes.

4) Collaborative internal learning

The factual information and any impact that may immediately be visible, should be regularly discussed with peers in the organisation in order to monitor progress, assess continued relevance to the mission and strategy, and learn about each other's successes and setbacks. The frequency of such team evaluation meetings will need to be determined by ENAR but something in the vein of quarterly evaluation sessions seems logical. From these meetings, lessons will be drawn for internal use and the impact assessments can be fed into the annual or multi-annual reporting cycle.

5) Mid-term and end evaluations

For each significant project, each programme cycle and for the organisation as a whole, comprehensive evaluations either with the help of an external evaluator or, at a minimum, a process involving external stakeholders, remains crucial. The burden for both the organisation and the evaluator (and thus the cost) will be lower however, if the previous steps are dutifully followed. This is not merely a practical matter but tracking the work of ENAR in the way mentioned above, will produce connections over time not visible with ad hoc reporting or through the snapshot that is an external evaluation.

6) External communications, donor reporting and annual reports

The information from the previous steps, will be structured in such a way that it becomes much easier to extract it in the desired format. All the available information and periodical (self) assessments gathered through the steps outlined above, can then be used in a variety of ways.

- **Notes**; the information can serve as notes, to be used by policy experts when drafting papers or preparing meetings.
- **External communications**; interesting results or observations can be used for external communications, as well as in messages to donors or ENAR members.
- **Management**; ENAR's management as well as individual staff, can use the information to manage the organisation and projects, track progress, learn, and adapt where necessary.
- **Impact tracking**; by following activities and objectives over time, and assessing them not long after the fact as well as in evaluation meetings, credible stories on likely impact will emerge.
- **Reporting**; good information management will lead to more efficient reporting.

Establishing a baseline

As it may not be possible to have an extensive baseline research for all the aspects of ENAR's activities, it is important that the M&E framework acknowledges gaps and builds on the work done by the organisation so far. In doing so the implementation of a framework should allow for the possibility of developing baseline data, updating it and support better impact measurement in the long term.

Implementation

The above described process should be developed through a series of collaborative workshops with ENAR staff in which the indicators, relevant questions and desired outcomes are decided on collectively. Other stakeholders could be invited to hold an introduction on what they consider best practices in reporting and how ENAR could learn from that. Once a framework is decided on, a clear understanding should be fostered among all staff on what impact is and outcomes are, and how these will be documented and measured in the new system. Once a new way of working is implemented, ENAR should review its effectiveness after three months, six months and after that annually, to ensure it is still functional and adapt the framework where necessary. A comprehensive manual should be drafted which includes summaries for day-to-day use, in the form of one-sheets, flowcharts, decision trees, etc.

A possible digital reporting tool

We have asked an IT company from Berlin with which we collaborate frequently, to compose a sketch illustrating an example of how a tailored monitoring, evaluation and reporting tool could work. Such a template would enable ENAR staff to provide the information needed by using an online interface that defines the standard of required information for a range of reports. In effect, this would constitute a more interactive version of the template described under step 1) above. In addition to simplifying the process and providing access more easily, such a tool would enable ENAR to revise the information digitally and collect all the content collected throughout the year in one database, that is available to authorized personnel to be discussed and processed. Below we have outlined a concept for such a tool.

Stage 1: Concept

- The easiest solution would be based on a document which outlines what needs to be reported and how (i.e. free text, check box, drop down). This would be the list of questions already in place from the template and mini-survey.
 - Any dependencies between questions (if this then that) this should be made clear.
 - Furthermore, it has to be defined what information is mandatory and what is free as missing data will have a strong adverse effect on the evaluation and reporting.
- This document would be reviewed by the IT company in a few rounds to ensure it is complete. If necessary, examples of templates can be provided.
- A determination needs to be made on which staff will report, or if the tool should even be integrated in an existing website for use by others (members, stakeholders, activists, etc.), and in which languages the tool should be made available.
- If the online platform would be integrated with the ENAR website (which would be advisable) the entire design and text needs to be in line with the website
- The result of this stage would be a comprehensive and detailed visual and technical concept.

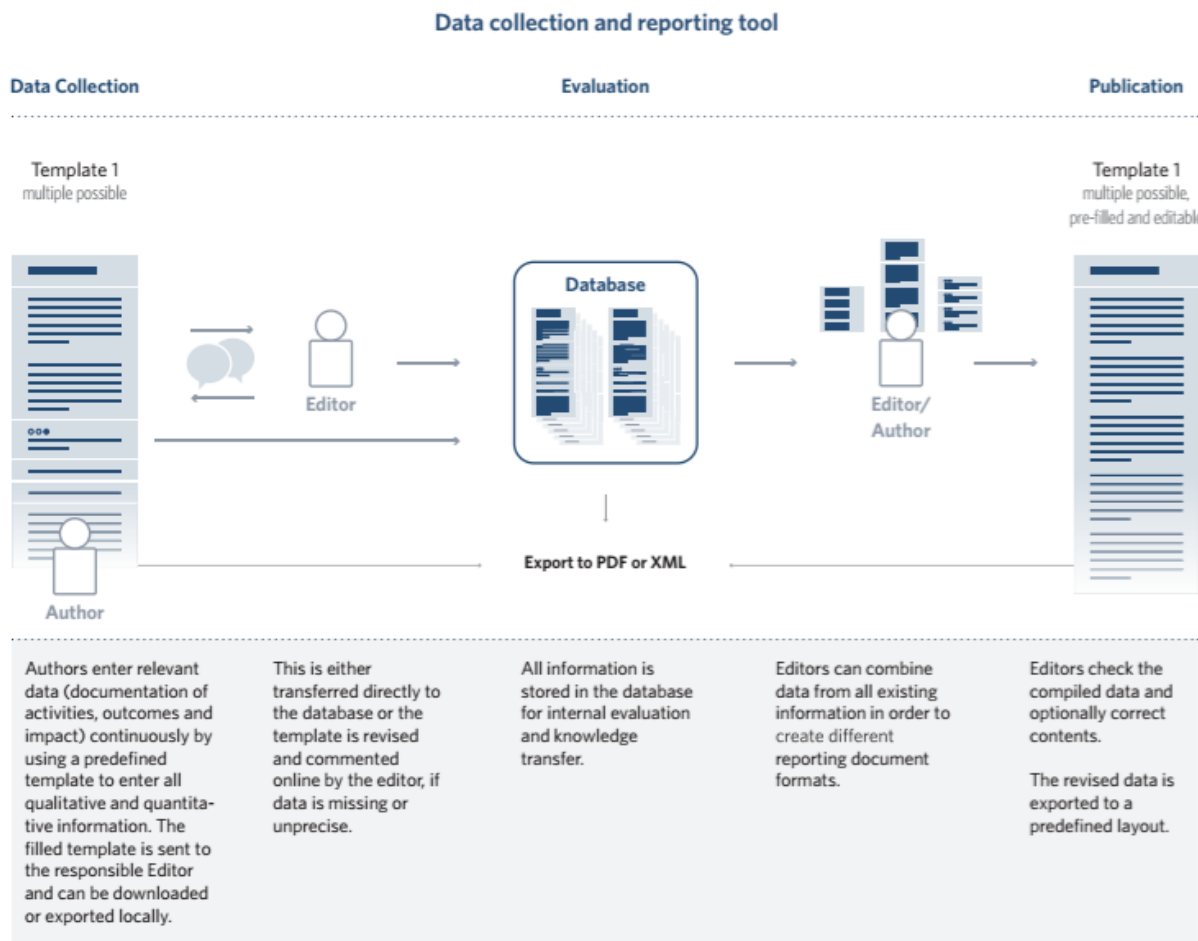
Stage 2: Production and implementation

- The first concept is used to programme the tool.
- Once that is done, ENAR will receive a login for a test page to test and correct the first version.
- Once the tool is finalised it will be published on the ENAR homepage or intranet
- However, once people click on it, it will open on a separate site especially designed and hosted for the purpose of entering the relevant information

Stage 3: Use for Reporting and Evaluation

- ENAR will receive a link to a website where a table with all the results is shown.
- This table can be filtered by pre-designed categories and the results downloaded as a .csv-file
- The relevant data can thus be sorted and used in a variety of ways and constellations.

Below is an example of how that process could fit into ENAR's workstream.



Estimated cost

The above described tool would cost around € 5000,- to build, depending on the level of granularity of the indicators. This will deliver a fully operational tool but does not include organisational implementation or an internal ENAR process on how to work with this tool in conjunction with other processes.

If the concept is done well, not much of technical support is needed afterwards. Further functions like a map tool (location of a the racist attack), data visualization, a designed PDF-export function or the inclusion of different templates for other stakeholders, would cost extra.

Conclusions regarding impact tracking

Meeting the requirements of a funder such as the Commission is not an impact in itself. At the same time, ENAR should be forthright and realistic in its commitments to 'proving' its impact as that is by nearly all accounts impossible to do. What can be achieved is that through a clear and reasoned Theory or Change (or strategy), simple workplans (in the form of logical models or otherwise), continuously documenting the work, a culture of learning, regular internal evaluation discussions, research among stakeholders (either through questionnaires or external evaluators), and quality reporting and communicating, **impact can be made plausible**. Documenting direct causal relationships between

activities and between activities and outcomes, as well as an immediate assessment of ENAR's contribution, will lend additional credibility to these stories when aggregated during the reporting phase. By thus monitoring regularly, documenting diligently and assessing collectively, patterns will emerge that may be the closest thing to 'proof' that ENAR will be able to provide for the effectiveness of its work and the impact generated towards achieving its mission.

All the activities described here serve more than one purpose, making this process more efficient as well. A Theory of Change is also a fundraising tool, continuous documentation supports campaigners in retaining valuable information for their expert reports and communications, learning obviously increases the effectiveness of an organisation, internal discussions also foster better team relationships, external research offers an opportunity to promote ENAR externally and showcase its strength, and reporting can - when done well - tell the stories that can be used in many different formats and contexts.

Recommendations regarding impact tracking

	Action	Management Action
1	Introduce mandatory (brief) exchange of one example of impact and one difficulty in reaching ENAR's objectives per portfolio, in every team meeting	Ensure these meetings take place, be present and ensure that this actually happens every time
2	Draft a short set of questions (mix of multiple choice and free-form) based on the logframe and theory of change that each staff member needs to be able to answer regarding their activities. These will result in a mini-survey.	Organise roundtable discussions with staff to identify these questions; synthesise the input to come to a workable mini-survey
3	Organise regular (quarterly) internal evaluation meetings in which impact is discussed, prepared per portfolio but discussed among all portfolios, as well as a possibly need to adapt the work plan based on the evaluation	Facilitate the evaluation meetings; participate and ensure that the goals of ENAR as a whole are safeguarded
4	Harmonise calendars of ENAR staff and appoint someone as responsible for checking the calendar regularly, as well as the entry of relevant contacts in ZOHO	Require staff to register their contacts; make one person responsible for checking regularly
5	Possibly commission a tailor made online or offline tool to easily capture and extract the relevant data.	Determine if there is a budget, and whether a new tool is needed

Annex - List of interviewees

Stakeholders

1. Chiara Adamo, Head of Unit "Fundamental Rights and Rights of the Child, DG Justice and Consumers, European Commission (Unit C1)
2. Alan Anstead, Coordinator, UKREN, UK
3. Piera D'Arrigo, Trainee- Assistant to Ms. Kyenge, MEP
4. Debora Guidetti, Open Society Initiative for Europe, Migration and Discrimination cluster
5. Robert Kusche, Director, RAA Sachsen, Germany
6. Vilana Pilinkaite, Director, Center for Equality Advancement Lithuania
7. Michael Pitchford; Joseph Rowntree Charitable Trust (lead Rights & Justice Committee)
8. Salla Saastamoinen, Director for Equality, DG Justice and Consumers, European Commission (Directorate D)
9. Alfiaz Vaiya, Coordinator of the European Parliament Anti-Racism and Diversity Intergroup (ARDI)
10. Eva Valentova, Association for Integration and Migration, Czech Republic
11. Sarah Williamson, ENAR Board Chair
12. Amel Yacef, ENAR Board Member
13. Sarah Isal , ENAR Chair

ENAR staff

1. Myriam De Feyter, Deputy Director Human Resources, Finance and Administration
2. Claire Fernandez, Deputy Director Programmes
3. Joël Le Déroff, Advocacy Officer
4. Anne-Sophie Marchant, Office and Event Manager
5. Ojeaku Nwabuzo, Senior Research Officer
6. Julie Pascoët, Senior Advocacy Officer
7. Michael Privot, Director
8. Georgina Siklossy, Senior Communication and Press Officer
9. Juliana Wahlgren, Senior Advocacy and Network Development Officer