

# Tackling Race Inequality Fund Programme

## Year1 Project Evaluation Report



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For further information about MENTER's Tackling Race Inequality Fund project contact:

Anna Burgess, Regional Equalities Partnership Officer  
MENTER, 62-64 Victoria Road, Cambridge CB4 3DU

Tel: 01223 355034

Email: [anna@mentor.org.uk](mailto:anna@mentor.org.uk)

Web: [www.mentor.org.uk](http://www.mentor.org.uk)

Web: [www.partnershipdevelopmentproject.org.uk](http://www.partnershipdevelopmentproject.org.uk)

Loretta Hurley Development Consultant, [www.lorettahurley.com](http://www.lorettahurley.com)



# 1 Context

In 2009 MENTER was successful in winning a grant to carry out an 18 month project under the Tackling Race Inequalities Fund (TRIF) Programme. The TRIF programme originated in the Department for Communities and Local Government, and is delivered through their managing agents the Community Development Foundation.

The purpose of the support is to help third sector organizations expand the race equality related work they already do and achieve their existing goals to a greater extent. As well as providing strategic funding, Communities and Local Government works with grant recipients to help them influence public policy more effectively. The Department and the Community Development Foundation also work with successful applicants to build their capacity and longer term sustainability.

The programme supports the former Labour Government's work to tackle race inequalities and builds on the Connecting Communities Plus funding programme in developing good working relationships with the Black, Asian and Minority Ethnic third sector and improving the long term viability of the Black, Asian and Minority Ethnic third sector and the former Government's race equality and community cohesion strategy – Improving Opportunity, Strengthening Society.

## **The 5 TRIF Programme themes are:**

- a. Promoting equality of opportunity for people from Black Asian and minority ethnic groups.
- b. Addressing inequalities of access and reduce gaps in outcomes for people from Black Asian and minority ethnic groups in a range of public services, including education, health, housing and the criminal justice system and in employment.
- c. Carrying out research into issues relating to race equality to increase the evidence base of the challenges facing Black Asian and minority ethnic communities and approaches to tackle them.
- d. Increasing levels of civic participation, volunteering or representation in civic or political institutions among people from Black Asian and minority ethnic groups.
- e. Working with local bodies promoting race equality to help them work more effectively, including supporting the victims of racially motivated crime.
- f. Working with particularly disadvantaged people within Black Asian and minority ethnic groups, including women, young people and disabled people.

The TRIF Programme funding runs from October 2009 to March 2011. For the purposes of work planning and evaluation this period is divided into Year 1 (October 2009 to March 2010) and Year 2 (April 2010 to March 2011).

## 2 Project aim and objectives

**MENTER's TRIF project is delivering work to address the following TRIF themes:**

TRIF theme b Address inequalities of access and reduce gaps in outcomes for people from Black, Asian and minority ethnic groups

### **TRIF theme d**

Increase levels of civic participation among people from BME groups

### **TRIF theme f**

Work with particularly disadvantaged people within BME groups

**MENTER's project addresses these 3 themes through two components or work streams:**

### **Work stream A**

Continuation of the Connecting Communities Plus project: the existing Partnership Development Project (PDP)

### **Work stream B**

Work with BME young people (a new work stream)

The population groups selected by MENTER for particular focus were Gypsies, Roma and Travellers and migrants (primarily work stream A), and young Black and Asian men (primarily work stream B).

The purpose of work stream A is to ensure effective value for money services in dealing with inward migration and the impact of this.

The work stream's aim is to add value by working with existing service providers and various communities of interest. MENTER does this by helping to bring together the right partners in multi agency forums (MAFs) and supporting them to:

- Ensure good service provision including new provision or new ways of providing services
- Promote cohesion and integration and reduce community tensions and race hate crime
- Ensure a region-wide consistent approach to migration, equalities and impact assessments
- Eliminate waste through unnecessary duplication
- Save resources through co-ordination
- Improve the knowledge and evidence base through collaboration
- Help improve services through appropriate information, training and dissemination of good practice models including those from other regions
- Help improve services through increased understanding and access to specialist information e.g. migrant community or refugee needs.

## 2 Project aim and objectives

### **MENTER's key partners in the TRIF project are:**

- Bedford African Community Support Project (BACSP)
- Keystone Development Trust (its META service delivers information for migrants)
- Peterborough Race Equality Council (PREC)

### **MENTER delivers work stream A primarily with and through:**

- The Partnership Development Project's work with 12 local multi agency forums or groupings, and the regional multi agency chairs' forum.
- Keystone's META service – information and assistance for migrants



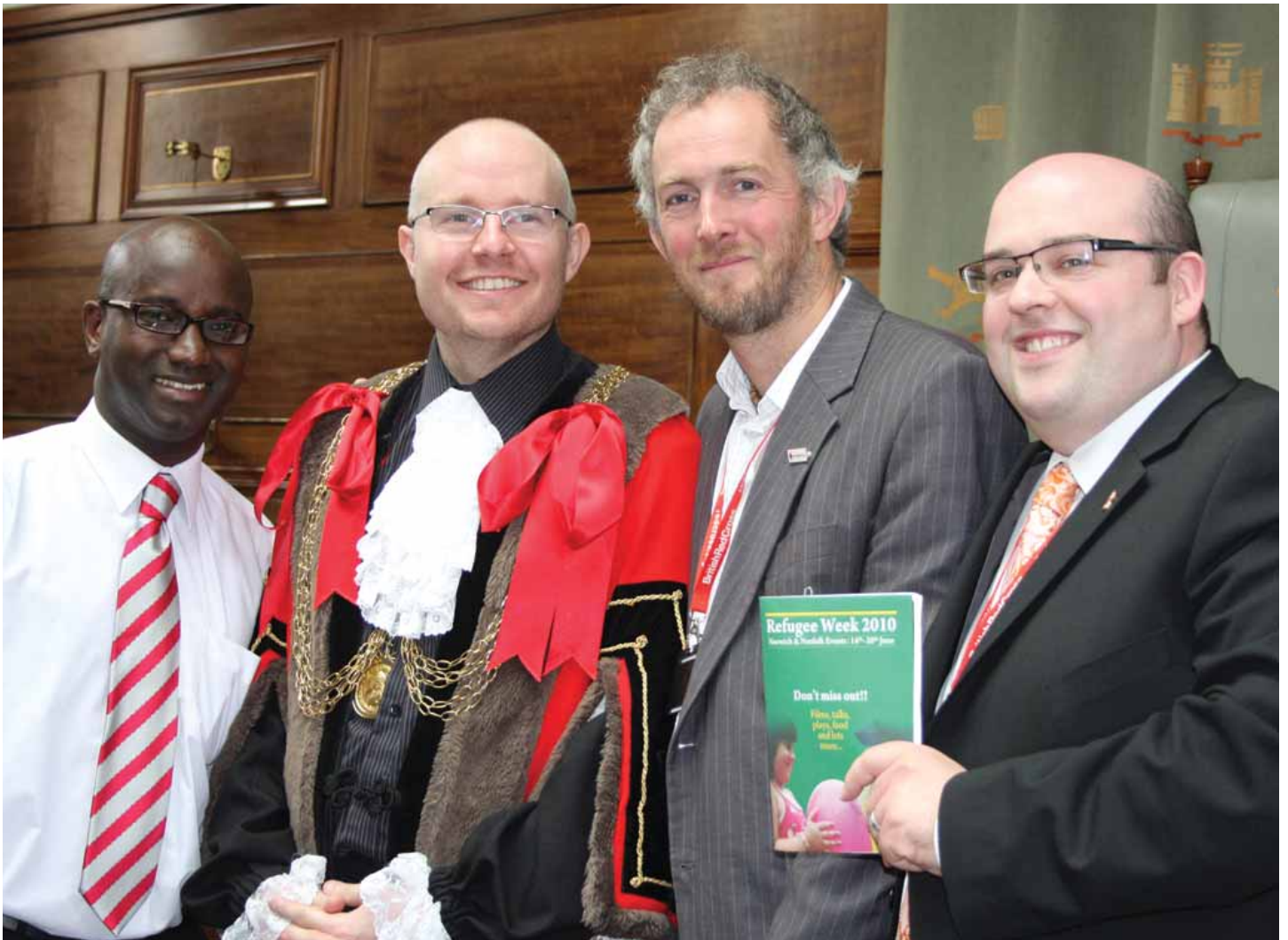
### 3 Purpose of the evaluation

The purpose of this evaluation is to assess the effectiveness of the Partnership Development Project in delivering the TRIF project work stream A in Year 1 (Y1). Y1 ran from October 2009 to March 2010 and involved setting up the project and the early stages of implementation.

Information was to be captured and used to inform the Y1 annual project report. The report has been structured to reflect the structure of the annual report.

**The 4 foci of the evaluation involve capturing:**

1. Outcomes
2. Added value – how the work undertaken has assisted with race equality policy development
3. The number of beneficiaries engaged
4. Examples of good practice and case studies



## 4 Methodology

The evaluation is based upon delivering the information requirements of the project's annual report (see the 4 foci in s3 above).

The evaluation utilized the following data sources:

- Consultants' notes of focus groups
- The analysis of the Community Consultation Survey
- Monitoring reports from the META service
- The Y1 project plan and META's delivery plan
- MENTER's quarterly progress reports to the funder
- Minutes of the regional MACF meetings

Because of evaluation parameters, the evaluation did not comprise interviews or surveys in addition to those carried out by project staff and consultants working on the project.

# 5 Findings

## 5.1 The Partnership Development Project

5.1.1 The Partnership Development Project (PDP) is a project managed by MENTER, the regional network of Black and Minority Ethnic (BME) organizations and communities for the East of England. The Partnership Development's Project's main aim is to assist with the integration of asylum seekers, refugees and migrant workers in the East of England and to improve local community cohesion through partnership working. It looks to review the relevance of accumulated knowledge for other transitional groups. It works with groups working for the benefit of other migrant communities such as Gypsies and Travellers, and on issues dealing with race and social cohesion.

The Partnership Development project is delivering primarily TRIF theme b "Addressing inequalities of access and reduce gaps in outcomes for BME groups" and theme d "Increasing levels of civic participation, volunteering or representation in civic or political institutions among people from Black Asian and minority ethnic groups". It does this principally through working with the 12 local multi agency forums (MAFs) and the regional Multi Agency Chairs' Forum (MACF).

### **PDP has the following 8 project objectives:**

1. Ensure good service provision including new provision or new ways of providing services
2. Promote cohesion and integration and reduce community tensions and race hate crime
3. Ensure a region-wide consistent approach to migration, equalities and impact assessments
4. Eliminate waste through unnecessary duplication
5. Save resources through co-ordination
6. Improve the knowledge and evidence base through collaboration
7. Help improve services through appropriate information, training and dissemination of good practice models including those from other regions
8. Help improve services through increased understanding and access to specialist information e.g. migrant community or refugee needs

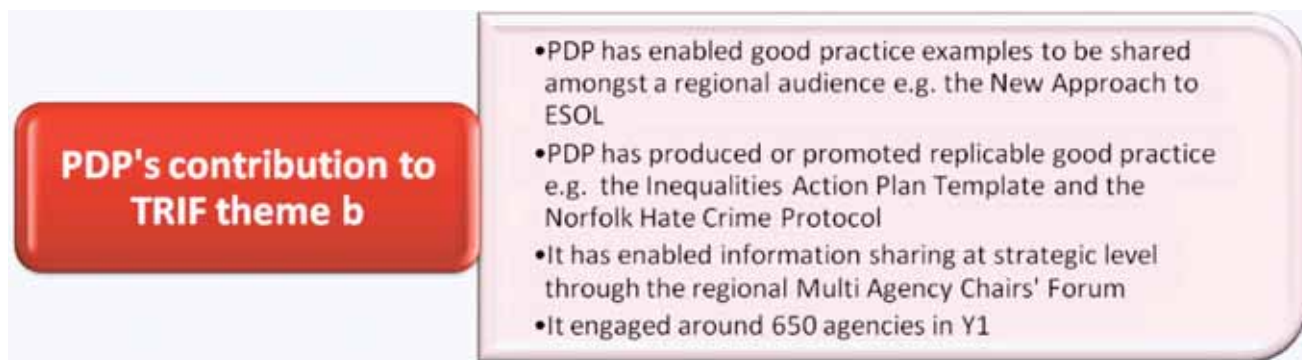
## 5 Findings

### 5.1.2 Summary findings - the Partnership Development Project

#### PDP's contribution to TRIF theme b

The evaluation found that the Partnership Development Project had made a significant contribution to TRIF theme b Addressing inequalities of access and reducing gaps in outcomes. This was achieved by engaging around 650 agencies across the region. The project enabled the promotion and sharing of replicable good practice examples such as Cambridgeshire's New Approach to ESOL, the Norfolk Hate Crime Protocol, and the Inequalities Action Plan Template. The project facilitated information and policy and practice sharing between public sector and not for profit service providers in localities through the Multi Agency Forums and regionally through the Multi Agency Chairs' Forum.

The project contributed to the knowledge and evidence base on barriers to access and gaps in outcomes by carrying out the Community Consultation Event and Survey activities.



#### PDP's contribution to TRIF theme d

The evaluation found that the Partnership Development Project had made a significant contribution to TRIF theme d Improving civic participation, volunteering and voice. This was achieved through working with the community to deliver the Community Consultation Event in Norwich, which engaged a large number of beneficiaries including around several who volunteered at the event in different capacities. The contribution to improving voice was achieved primarily through the Community Consultation Survey activities in Norwich, Cambridge and Ipswich. The project engaged around 235 beneficiaries directly.



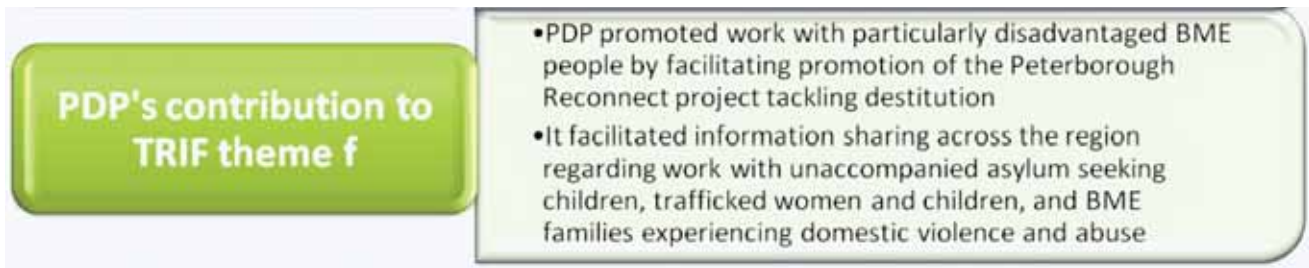
## 5 Findings

### 5.1.2 Summary findings - the Partnership Development Project

#### **PDP's contribution to TRIF theme f**

The evaluation found that the Partnership Development Project contributed to TRIF theme f Work with particularly disadvantaged groups principally by means of facilitating the work of the regional Multi Agency Chairs' Forum. A number of serious issues affecting, and specific services to assist, particularly disadvantaged BME people were considered including human trafficking, unaccompanied asylum seeking children, and families experiencing domestic violence and abuse.

In addition, Gypsy and Traveller site provision was raised through the Regional Cohesion Network and MENTER worked with the Gypsy/Roma/Traveller community to set up the regional Gypsy/Roma/Traveller Empowerment Network.



## 5 Findings

### 5.1.3 Findings in detail – the Partnership Development Project

#### Overcoming obstacles

The Partnership Development Project encountered some obstacles in Y1 of the TRIF project; however, these were overcome successfully with no significant variation to planned activity.

The location for one of the focus groups was changed. It was held in Ipswich rather than Norwich because the Community Consultation Event had taken place in Norwich and there was a need to engage beneficiaries and acquire data elsewhere in the region.

#### Good practice examples

PDP has been instrumental in creating and sharing at least three examples of good practice in integration and social cohesion in the region as outlined below:

##### **New Approach to ESOL - Cambridgeshire**

The former government's new approach to ESOL allows local authorities more say on who has priority for funding based on the needs of excluded groups and delivery partners. The Cambridgeshire MAF was invited to present and share their ESOL action plan with other regional MAF chairs at the February 2010 regional MACF meeting.

Cambridgeshire had carried out a Joint Strategic Needs Assessment which feeds into the MAF's action plan, of which ESOL is a significant part. At local authority level it was agreed that the Cambridgeshire MAF should be the owner of this ESOL action plan which is to be overseen by the Safer and Stronger Communities Board within the Local Area Agreement. A steering group has been set up and £100,000 allocated for projects and initiatives to support the local delivery of ESOL. It is hoped that the Cambridgeshire example will be followed as a good example in the region as it identifies priority need and allows greater flexibility in ESOL delivery.

##### **Tackling Hate Crime - Norfolk**

The Norfolk Multi Agency Protocol (MAP) has been developed to increase third party reporting of hate crime. The protocol is victim-oriented and outlines standards and processes for reporting hate crime and incidents. The protocol incorporates all forms of hate crime including that directed at people on the basis of age, disability, sexual orientation, gender identity, ethnic or national origin, religion, faith or belief. The protocol is owned by the Norfolk County Strategic Partnership with responsibility delegated to the Community Cohesion Network and County Strategy Group-Crime Reduction. Norfolk Constabulary and the Norfolk Police Authority lead on the MAP with support from the Hate Crime Group which includes the Norwich and Norfolk Race Equality Council (NNREC). NNREC will be presenting the protocol to the July regional MACF meeting as an example of good practice. The MAP now has 50 signatory agencies and is open to all stakeholder organizations.

## 5 Findings

### 5.1.3 Findings in detail – the Partnership Development Project

#### Combating Destitution - Peterborough

The NRPF (No Recourse to Public Funds) Reconnect programme is a national initiative aimed at reducing rough sleeping of migrant workers in London. It was adopted in Peterborough as a crime reduction initiative to provide support to destitute A8/A2 migrants outside London accessing the labour market or returning to their home countries. In November 2009 the Peterborough initiative was presented to the regional NRPF network members as an example of good practice. Since then two more projects aimed at reducing destitution and rough sleeping amongst migrant workers have been funded under the Migration Impact Fund (MIF) and are operational in Wisbech and Kings Lynn.

MENTER is engaging with MAFs and a total of 8 Migration Impact Fund ESOL projects and local authority ESOL leads to develop ESOL action plan delivery strategies.

MENTER's role in facilitating and supporting the local and regional MAFs has enabled it to contribute to TRIF theme b in the following ways: the Norfolk hate crime protocol will help to improve outcomes for BME people along a number of diversity strands; the NRPF Reconnect programme will help to reduce rough sleeping and vulnerability to criminal activity amongst migrants; and the ESOL initiatives will help to improve BME access to English language learning. The Norfolk hate crime protocol will also deliver TRIF theme e Working with local bodies promoting race equality to help them work more effectively, including supporting the victims of racially motivated crime.

#### Public events

MENTER has enabled a number of public events during TRIF Y1. Sixteen local MAF meetings were held at which policy discussions and action planning on migration issues took place. Co-ordination across the region was facilitated through 3 regional MACF meetings that took place in October 2009, February and April 2010.



## 5 Findings

### 5.1.3 Findings in detail – the Partnership Development Project

In terms of engagement with BME communities, MENTER held a well-attended Community Consultation Event on 18 December 2009. Sixty-four men and women were surveyed at this event (see below for more details of the Community Consultation Survey).

In addition, two focus groups were held to obtain the views and perceptions of 15 beneficiaries regarding a number of factors relevant to cohesion, in Ipswich on 13 February and Cambridge on 25 February 2010 (see below for further details).

As part of its remit to work with other agencies to promote social cohesion, MENTER in partnership with Government Office hosted the Regional Cohesion Network meeting in October 2009 where the Gypsy/Roma/Traveller Empowerment Network was discussed, alongside a presentation from EERA on the Regional Spatial Strategy which informs local authorities on site provision. The Equality and Human Rights Commission's representative highlighted MENTER's role as lead advocate for Gypsy/Roma/Traveller issues in the region. MENTER also hosted the Regional Cohesion Network meeting in January 2010 where MENTER was able to share the aims and objectives of the TRIF project with the lead cohesion officers from around the region.

#### Publications, databases and websites

In addition to articles about TRIF activities in its hard copy newsletter and e-bulletin, the Partnership Development Project website was updated and maintained during Y1 ([www.partnershipdevelopmentproject.org.uk](http://www.partnershipdevelopmentproject.org.uk)). The home page highlights TRIF funding which is enabling the PDP to continue, and sets out what the project is doing to deliver TRIF themes.

The PDP database of around 600 organizations was maintained during Y1.

MENTER produced an action plan template for Multi Agency Forums to use in addressing inequalities. The aim of this document is to provide the MAFs and other regional partnerships with a template in formulating an action plan to address inequality issues which tend to be a barrier for asylum seekers, refugees and migrant workers. The document outlines some of the key inequality issues that affect asylum seekers, refugees, and migrant workers and how they impact on local community cohesion.

## 5 Findings

### 5.1.3 Findings in detail – the Partnership Development Project

#### The objectives of the action plan template are:

1. To improve the well being of new community members
2. To promote better community cohesion
3. To share intelligence on migration issues and build better regional and national links
4. To develop clear mechanisms to enable the effective allocation and use of available resources

The 6-page template provides MAFs with worked examples for the following three dimensions of inequality:

- Address inequality of outcomes through better access to services, data and information
- Address inequality of autonomy by developing partnership and promoting community leadership by increasing civic participation and representation of BME community members in the local community
- Address inequality of process to improve community safety and wellbeing

It can be seen clearly that utilizing this template would directly deliver TRIF theme b Addressing inequality of access and reducing gaps in outcomes, theme d Civic participation and possibly theme f Work with particularly disadvantaged groups as these may be particularly affected by community safety and wellbeing issues. Essex, Hertfordshire and Bedford MAFs have agreed to adopt the template.

#### Research review

In addition to the META needs analysis mentioned above, the Keystone Development Trust report on migrant worker health was disseminated widely through the project. “Workers on the Move 2” is a discussion paper providing a review of current knowledge about migrant health issues in the UK and covers health issues and systems in countries of origin. The discussion paper is a contribution to the literature on this subject and is a means of gathering feedback from academics, policy makers and practitioners. It therefore contributes to TRIF theme b by improving understanding of migrants’ health issues and their perceptions and motivations as a prerequisite for addressing inequalities in migrants’ access to health services and reducing gaps in health outcomes.

## 5 Findings

### 5.1.3 Findings in detail – the Partnership Development Project

MENTER contributed to the evidence base when 64 people were surveyed at the Community Consultation Event. An analysis of the results has been carried out as outlined below:

#### Community Consultation Event - Norwich

This event was held in partnership between MENTER and The Bridge Plus, a community engagement project based in Norwich.

Using questionnaires, 64 participants were asked to rate 6 factors which they thought were most important to them as local residents. In reaching 64 people MENTER exceeded its target of 60 people.

No data are available regarding the gender or age of the respondents; however, anecdotally the event appeared to be fairly evenly balanced between men and women. It may have been useful to capture data such as ethnic origin, gender and age in order to identify whether there were any issues affecting certain sub-groups.

Most of the questions related to cross-cutting themes of the Local Area Agreements; all the questions were related to one or more of the National Indicators and to elements of cohesion in terms of inequality of outcome, process and autonomy (please see Appendix 1 for the matrix and detailed results). Translation in community languages was made available through informal bilingual volunteers.

#### The 6 factors were:

1. To have the same access to services as everyone else
2. To respect each other's values, beliefs and cultural differences
3. To have the opportunity to have my voice heard in decisions affecting my community
4. To feel safe and free from harassment and discrimination
5. To have more opportunities to meet people from different backgrounds/cultures and feel less isolated
6. To be understood and to understand my local community better.

Respecting each other's values, beliefs and cultural differences" received the best scores, followed by "Feeling safe and free from harassment and discrimination". Respectively 72% and 64% of respondents selected these factors as one of their top three priorities; only a minority of respondents considered them as lowest priority. "Feeling safe and free from harassment and discrimination" was ranked number one most often (31% of participants). "Respecting each other's values etc" was not far behind with 28% ranking it as their highest priority.

## 5 Findings

### 5.1.3 Findings in detail – the Partnership Development Project

Fifty-eight per cent of respondents chose “More opportunities to meet other people from different backgrounds etc” as one of their top three priorities, with 17% ranking it as their top priority.

“The opportunity to have my voice heard in decisions” and “Have the same opportunities and access to services” were one of the top three priorities for 45% and 44% of respondents respectively. Sixteen per cent ranked “Have the same opportunities etc” as their top priority. Thirteen per cent chose “The opportunity to have my voice heard in decisions” as their top priority.

The survey contributes to TRIF theme b in that it shows how important having the same opportunities and access to services is for these respondents. Some of the qualitative information indicated that respondents were having difficulty accessing higher education and paid employment, data that MENTER will be using in its policy work around BME employment and skills.

The survey contributes to TRIF theme d in that it generated quantitative and some qualitative data from 64 BME participants, and enabled these respondents to participate in a civic event, the results of which MENTER will feed through to the local MAF and LAA. In addition at least 25 volunteers helped to run the event, providing catering and language support.

#### Focus groups

Consultants working with MENTER and their partners on strand B of the TRIF project assisted the Partnership Development Project by carrying out two focus groups in February 2010 in Cambridge and Ipswich.

The consultants’ notes were accessed. It appeared from the notes that the purpose of the focus groups was to consult BME people regarding the extent to which they:

1. Feel safe and their life protected
2. Feel physically secure
3. Have proper access to health
4. Are able to participate in society
5. Enjoy a comfortable standard of living with independence and security
6. Feel engaged in productive and valued activities



## 5 Findings

### 5.1.3 Findings in detail – the Partnership Development Project

7. Enjoy individual, family and social life
8. Are able to participate in decision-making, have a voice and influence
9. Are able to express themselves and have self-respect
10. Feel that they will be protected and treated fairly by the law

These 10 headings are identified by the Equality and Human Rights Commission in its Equality Measurement Framework.

#### Ipswich focus group

This group comprised 11 participants, 10 Kurdish men and one African man. They ranged in age from 24 to 40 years with 81% of them being in their 20s. Only one participant declared a disability. Of those who declared marital status, 7 were single and 2 married.

In terms of ability to engage in the focus group, the consultant reported that some participants were not able to engage effectively because of their limited ability to speak English; mutual translation between participants possibly obscured some of the discussion.

In terms of TRIF theme b, some examples of good practice in public services were given e.g. an interpreter being available in the hospital, and halal food being available in prison.

In terms of agencies' engagement with the community, it was felt that there appeared to be no feedback or action from consultations. Some examples of poor public service were given e.g. an example of waiting for 8 years for Home Office paperwork which impacted on their ability to get jobs. Examples of discrimination included one man being humiliated by a bus driver and another being assaulted by security guards in the presence of police officers who trivialized his case and asked him to drop his complaint. In terms of the relationship between the community and the police there was a suggestion that the police may not be explaining properly what they are doing, as one man felt he had been arrested and given a criminal record for not doing anything. An example was given of police stopping someone filming in a park and taking his details; anecdotally this is happening a lot in London and is being done under the Terrorism Act.

In terms of TRIF theme d, some examples of volunteering were given e.g. in Kurdish community radio; however, it was felt that volunteering could not continue for very long because of the need to make money and survive. Surviving on limited funds and being unable to work owing to immigration status restrictions did not leave room for anything else such as engaging with wider civil society.

Around half the group expressed satisfaction with their ability to be integrated into British society, although having insufficient proficiency in English was a barrier to engagement with the wider society. The African refugee felt he had been welcomed into his church and had developed a sense of belonging and wellbeing as a result.

## 5 Findings

### 5.1.3 Findings in detail – the Partnership Development Project

#### Cambridge focus group

This group comprised 4 participants: Polish, French, Black African, and Indian. There were 2 women and 2 men. All three who declared their marital status were single. None declared a disability. Ages ranged from 27 to 41.

In terms of TRIF theme b (addressing inequality of access and reducing gaps in outcomes), examples were given where it was felt that discrimination had taken place e.g. dismissal for requesting payment for working overtime, differential treatment at work, and an employer's provision of inappropriate accommodation e.g. young Muslim women placed with single men.

It was felt that immigration status and a lack of knowledge about rights affected people's ability to resist discrimination. This view supports the provision and contribution of the META service in this strand of the TRIF project.

Dissatisfaction was expressed with the British health service, although it was felt that the negative experience may not be due to race but rather to do with the system. Lack of proficiency in English was a barrier to accessing treatment in that people may not have the vocabulary to describe their symptoms; one person said that s/he felt intimidated because s/he could not express her/himself.

One participant had found it difficult to access affordable childcare in order to get a job; however, this could be due to a lack of childcare affecting the general population rather than to discrimination. There were examples of people unable to get jobs commensurate with their skills and qualifications.

Regarding housing, one homeless participant was placed in Bed and Breakfast accommodation only after being accompanied to the service provider by an English friend who spoke on her behalf.

Regarding relationship with the police, one woman did not feel protected because the police took a long time to respond to her call about a possible intruder. When her son was beaten by another young person the police asked her why she chose to live in the deprived area, although this attitude also affected the rest of the population not just minorities. An example was given of Black men being stopped more often and asked about past drug convictions, and their neighbours complaining disproportionately because they were the only non-Whites in the area. One victim of theft felt the police had not been given her useful advice.

In terms of TRIF theme d (civic participation), feelings of isolation, fear, and otherness were expressed. Examples were given where it was felt that some British people (employers, neighbours) had been racist; this included name-calling, bullying, and racist comments.

It was felt that, living in a small village with very few visible ethnic minority people, there was a lack of space to interact. Insufficient proficiency in English (including slang) was a barrier to taking part, but having to work meant that it was difficult to find time to study English.

## 5 Findings

### 5.1.3 Findings in detail – the Partnership Development Project

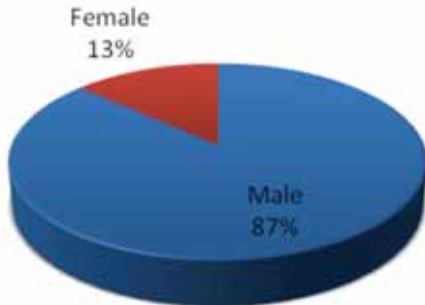
It was felt that there was no sense of belonging when family were absent. One respondent had been in the UK for 14 years and felt alone until he was connected with the Indian Association which opened up networks to him.

Having insufficient time because of work or looking for work was cited as a barrier to engagement. However, there was an example of giving support to a family going through domestic violence.

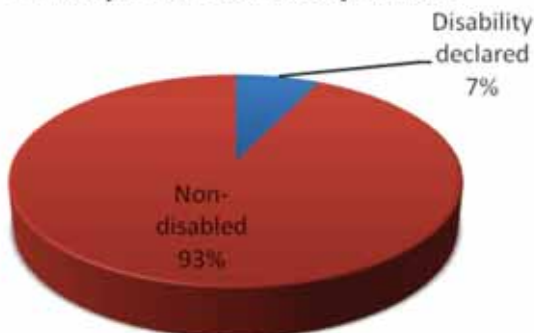
One example was given where a respondent had tried to organize engagement with young people and a local agency over a number of issues but neither the young people nor the agency engaged.

The evaluation finds that the focus groups contributed to TRIF themes b and d in generating qualitative data about inequalities of access and gaps in outcomes, and about experience of and barriers to civic participation. However, in terms of TRIF theme f “Work with particularly disadvantaged groups” such as women and disabled people, although the focus groups involved some younger people, the overwhelming majority of participants were non-disabled men, as shown by the following diagrams:

**Participants' Gender**

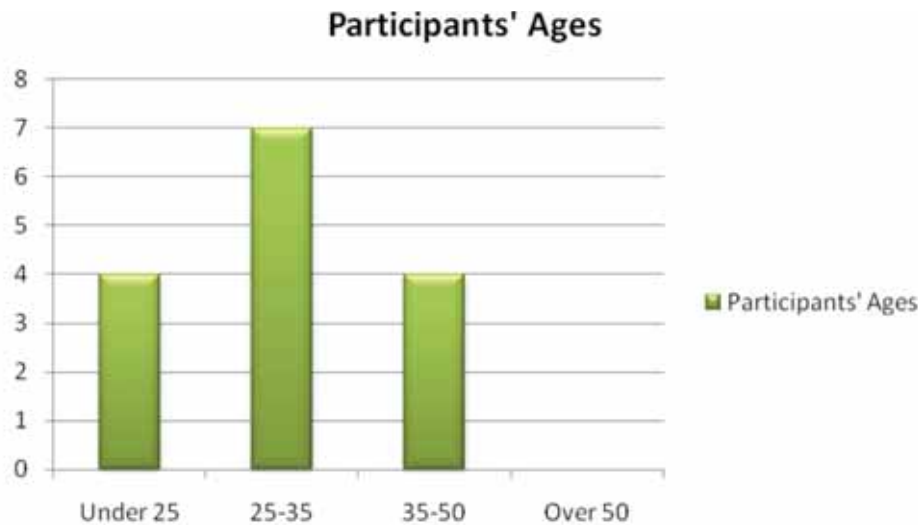


**Participants' Disability Status**



## 5 Findings

### 5.1.3 Findings in detail – the Partnership Development Project



It is also notable that two-thirds of participants were Kurdish men. It is suggested that in Y2 work is undertaken to achieve greater balance so that data is captured from women, older people, and disabled people, and from a somewhat broader range of ethnic groups. This may help in surfacing issues that affect specific sub-groups amongst the target beneficiary group, assist in understanding some of the complexity of issues, and assist in improving the subtlety and targeting of policy and practice responses.

#### Agencies engaged

Although some organizations may have taken part in more than one grouping or event and so an accurate figure is not available, the Partnership Development Project engaged directly around 650 agencies in Y1 of the TRIF project.

Through the Empowerment through Participation Partnership, which is the MENTER-led partnership delivering the TRIF project, MENTER engaged 3 partner agencies (Keystone Development Trust, Bedford African Community Support Project, and Peterborough Race Equality Council).

At least 20 lead Cohesion Officers were engaged through MENTER's participation in the Regional Cohesion Network meetings in October 2009 and January 2010.

MENTER engaged the Safer and Stronger Communities Team at Government Office and the East of England Regional Assembly (EERA – now the East of England Local Government Association).

Through the 12<sup>1</sup> Multi Agency Forums which are supported by the Partnership Development Project MENTER engaged around 570 organizations: 20 member organizations of the regional MACF, and 550 members of local MAFs (some of whom are also members of the regional MACF).

<sup>1</sup> Only 11 MAFs meet as migration-focused forums. The Norfolk County Group is mainly involved in the regional MACF but has links to the other Norfolk MAFs and reports directly to the County Community Cohesion Group.

## 5 Findings

### 5.1.3 Findings in detail – the Partnership Development Project

Fifty organizations have signed up to the Norfolk hate crime protocol (the MAP) so far. MENTER engaged 8 local authority ESOL leads alongside the relevant MAFs in order to facilitate the development of ESOL delivery strategies.

#### Impact on policy and practice

In terms of the impact of MENTER on policy and practice through the Partnership Development Project strand of the TRIF project, regard was had to the minutes of the regional Multi Agency Chairs' Forum (MACF) meetings that took place regularly in Y1 (October 2009, February and April 2010), facilitated by MENTER and hosted by Government Office in Cambridge. At least 14 and up to 17 representatives from as many as 13 organizations attended each meeting.

Typically participants represented a couple of regional statutory bodies (EERA/EELGA, EEDA), one national body (UK Borders Agency), regional not for profit organizations (British Red Cross, Refugee Council), and a number of local authorities representing their MAFs.

The evaluation finds that MENTER enabled the regional MACF to discuss policy and practice issues directly relevant to TRIF themes b (Addressing inequalities in access and reducing gaps in outcomes), d (Civic participation) and f (Work with particularly disadvantaged groups), and that through these discussions it is likely that MENTER was able to impact on policy and practice. Three examples are highlighted below.

UK human trafficking and safeguarding was considered at the October meeting. The UK Human Trafficking Centre was highlighted as an example of good practice, with its 24 hour helpline and POPPY model of integrated support. A number of issues relating to human trafficking in the region were discussed. This could be particularly relevant to TRIF theme f Working with particularly disadvantaged groups in that knowledge of UKHTC acquired at the meeting could be cascaded to colleagues back in member organizations and used to assist trafficked women and children. Action points included capacity building actions such as obtaining regional data for this region, distributing a list of organizations able to provide training on human trafficking, and disseminating information on the national referral protocol.

The February meeting received updates from around the region. This item showed that the Cambridgeshire ESOL example of good practice (see the good practice section of this report) was shared with other organizations. This could contribute to TRIF theme b in terms of encouraging other sub-regions to adopt a similar strategic approach to ESOL which may improve access to ESOL which in turn should improve access to mainstream services and reduce outcomes gaps, and deliver on TRIF theme f in terms of improving beneficiaries' ability to participate in civic activities and decision-making.

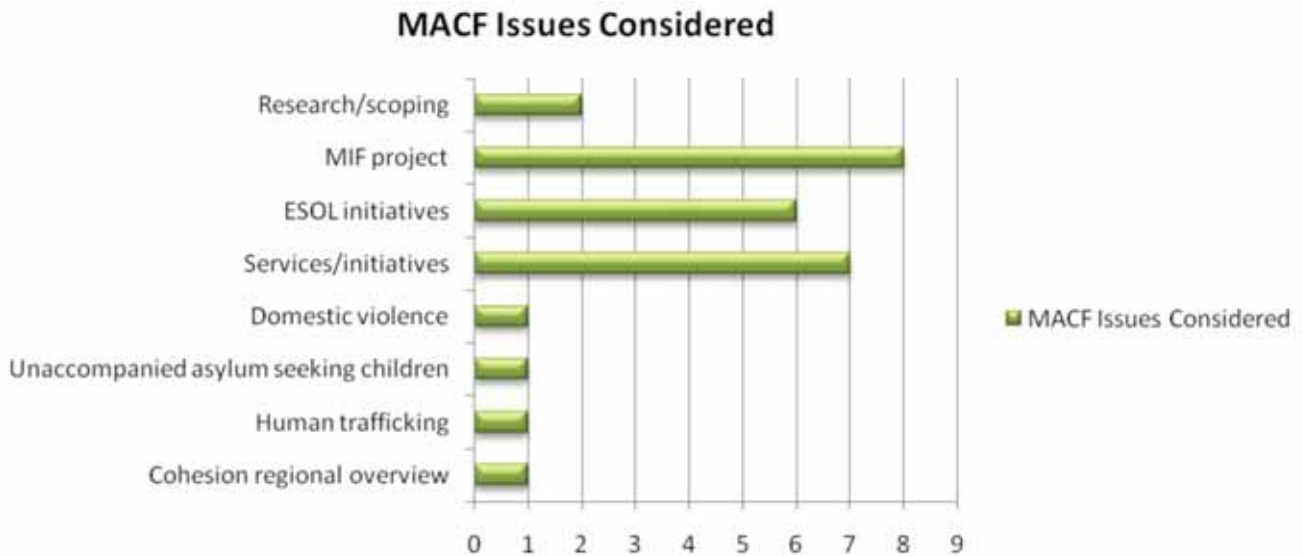
The April meeting considered ESOL as a specific agenda item, following through from the February meeting. Members received an introduction to the New Approach to ESOL from the Cambridgeshire MAF representative. Information on research into and action to improve ESOL provision was shared by MAF members. The action point taking this subject into Y2 involved a call to all MAFs to channel information on their ESOL action plans in their

## 5 Findings

### 5.1.3 Findings in detail – the Partnership Development Project

respective areas through MENTER. This item delivered TRIF theme b in that agencies are aware of action to promote access to ESOL (and through ESOL to mainstream services and civic participation) in the region and are able to learn from each other.

The evaluation found that the regional MACF considered a wide range of policy and practice issues in Y1, as outlined in the following diagram:



In terms of contribution to TRIF theme b, MENTER enabled the regional MACF to contribute in particular with regard to ESOL; as mentioned elsewhere in this report, promoting access to ESOL should lead to greater equality of access to services and improved outcomes. The Suffolk MIF project has enabled the recruitment of additional Police Community Support Officers which should lead to improved police support for the target group.

In terms of contribution to TRIF theme d, MENTER enabled the regional MACF to contribute in particular with regard to its consideration of cohesion issues and approaches in the region.

In terms of contribution to TRIF theme f, MENTER enabled the regional MACF to contribute in particular with regard to work with trafficked women and children, unaccompanied asylum seeking children, and people experiencing domestic violence. Some of the Migration Impact Fund projects contribute to theme f e.g. the Peterborough Reconnect pilot with destitute migrants, and the Hertfordshire EPIC project working with trafficked children.

## 5 Findings

### 5.1.3 Findings in detail – the Partnership Development Project



#### Beneficiaries engaged

Although some beneficiaries may have taken part in more than one grouping or event and so an accurate figure is not available, the Partnership Development Project engaged around 235 beneficiaries in Y1 of the TRIF project. All these beneficiaries engaged in civic participation activities.

Over 200 people attended the Community Consultation Event, 64 of whom completed the survey and 25 of whom contributed as volunteer cooks.

Twenty people are involved in an online and steering group initiative to set up a regional Gypsy/Roma/Traveller Empowerment Network.

Fifteen people took part in the focus groups that were held in Cambridge (4 participants) and Ipswich (11 participants).

Added to the number of beneficiaries under the META part of the TRIF project, this means that MENTER engaged around 279 beneficiaries either directly or indirectly in Y1 of the TRIF project.

## 5 Findings

### 5.1.3 Findings in detail – the Partnership Development Project

#### Sustainability

The evaluation finds evidence that MENTER is building sustainability into the project in a number of ways.

Replicable examples of good practice are being promoted, such as the Norfolk Hate Crime Protocol, the New Approach to ESOL, the Reconnect project, and the Inequalities Action Plan Template. These have the potential to provide a legacy of the project after completion of the TRIF project.

Regarding the sustainability of MAFs, the Migration Impact Fund (MIF) projects in Hertfordshire and Luton are to provide administration support to their local MAFs and the MAFs are continuing to appreciate the importance of working together as they have already started identifying other ways to sustain the group post-MIF funding.

By gathering and disseminating knowledge about beneficiary needs and views, and by feeding this through to MAFs and supporting MAFs to take action to tackle issues, MENTER is able to improve agencies' understanding of the issues and support them to improve how they tackle issues. This improves institutions' capacity to respond to identified need and barriers to access.

Because of the short time period between the conclusion of the Community Consultation Survey activities and the end of Y1 it was not possible to track policy issues arising from the survey through to MAF action on the issues and the results of this. In indicating the impact of the project on TRIF theme b, it may be useful to track MAF progress on action on policy issues coming out of the survey throughout Y2 instead.

The engagement of beneficiaries in civic participation activities such as expressing their views in the Community Consultation Survey may improve people's skills in communicating with agencies regarding their needs and perceptions. Beneficiaries' experience of volunteering at the Community Consultation Event may encourage them to volunteer more and to encourage others to do so. The events and focus groups may have enabled beneficiaries to network and improve social capital in the community.

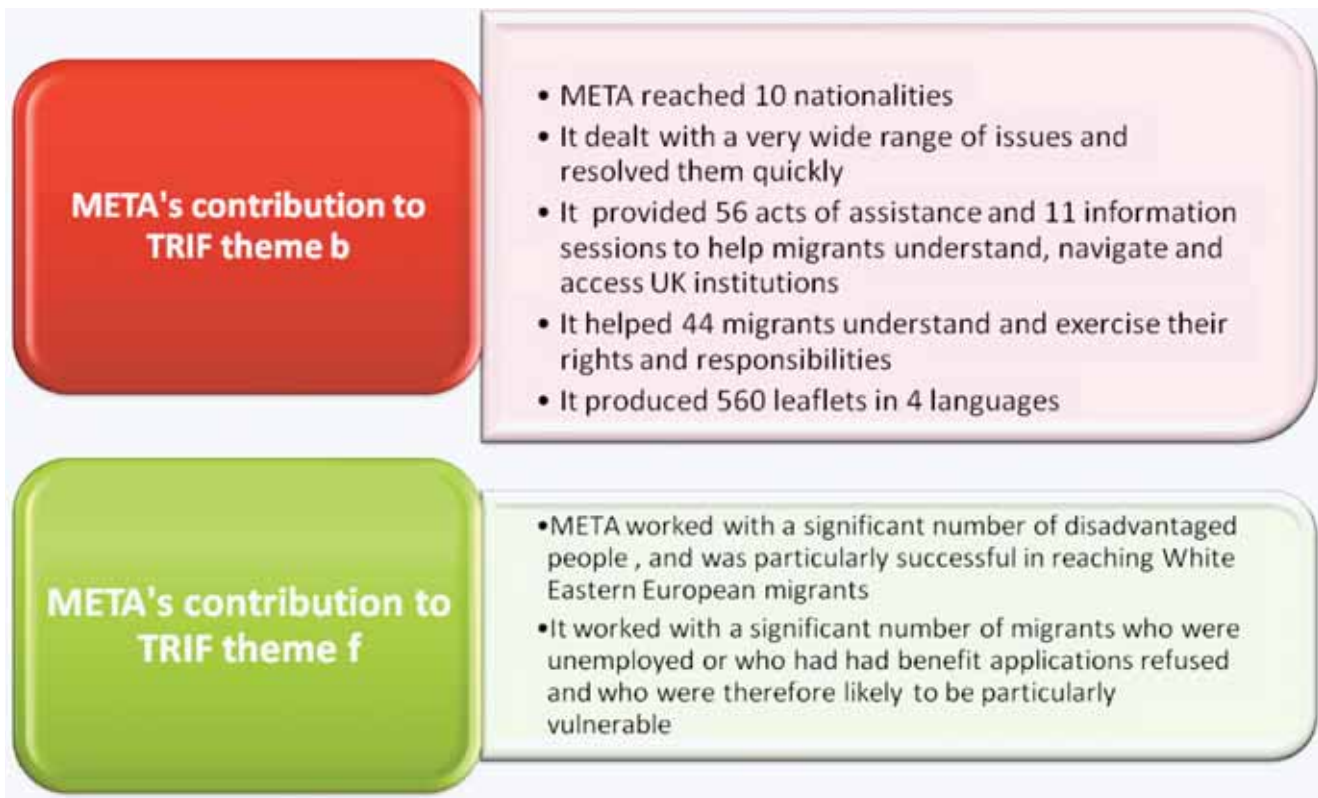
## 5.2.1 Information and support for migrants - the META service

MENTER is delivering TRIF themes b and f partly through the provision of information and support to migrants by means of Keystone Development Trust's META service. META is assisting the Partnership Development Project (see 5.1 above) to meet its targets relating to migrant workers.

META is an existing service based in Thetford providing information and support to migrants in 5 languages: English, Lithuanian, Polish, Portuguese and Russian.



## 5.2.2 Summary findings – the META service



### META's contribution to TRIF theme b

In terms of whether the META service has contributed to TRIF theme b “Address inequalities of access and reduce gaps in outcomes for people from Black, Asian and minority ethnic groups”, it is found that META made a significant contribution.

The service reached a fairly wide range of nationalities (10 nationalities from 3 continents). It dealt with a very wide range of issues and provided several types of assistance (56 acts of assistance in all) to help 44 migrants understand UK institutions, to access them and to understand and exercise their rights and responsibilities. Assuming that the issue resolution data accurately reflect the outcomes of the sessions, the evaluation finds that the META service appears to have resolved the presenting problems of 95% of beneficiaries at point of contact in Y1. It is therefore likely that META has made a significant contribution to addressing inequalities of access and reducing gaps in outcomes for White migrants.

## 5.2.2 Summary findings – the META service

### META's contribution to TRIF theme f

In terms of whether the META service has contributed to TRIF theme f “Work with particularly disadvantaged people within BME groups”, the evaluation finds that in its work with migrants, the META service has worked with a significant number of particularly disadvantaged people within BME groups in Y1, engaging at least 44 migrant beneficiaries and involving at least one BME worker delivering the frontline service. META was particularly successful in reaching Eastern European migrants. If it is the case that beneficiaries have misinterpreted the satisfaction rating system, META appears to have delivered a satisfactory or highly satisfactory service to at least 22% of beneficiaries.

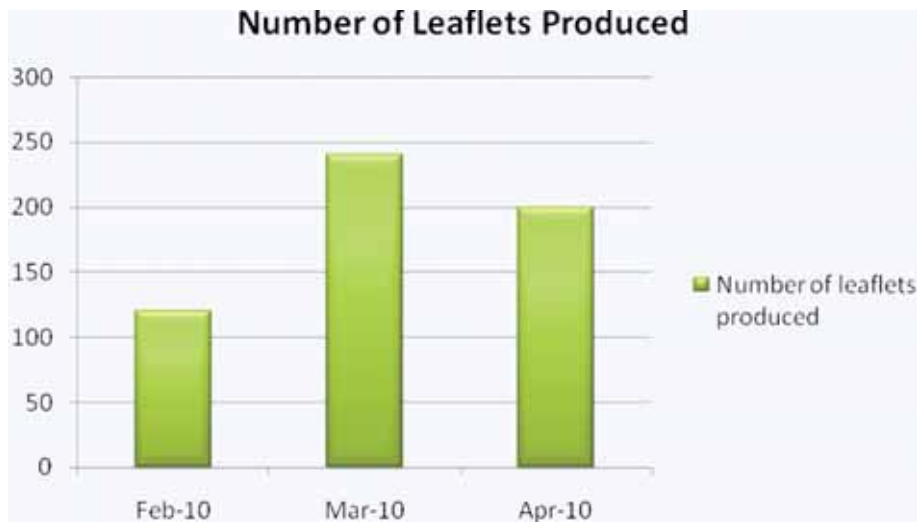
It is found that the META service reached rather more women than men, although it is not known to the evaluator whether White female migrants are particularly disadvantaged compared to White males. The evaluation finds that the META service has worked disproportionately with White Eastern European migrants compared with migrants who are Black, Asian, or Central European, and it is not known whether META has worked with any Gypsy/Roma/Traveller beneficiaries under the TRIF project. It is found that although the META service worked with a significant number of people aged 25-44 (characteristic of many migrants seeking work or education), the project worked with relatively few younger and older people, who may be particularly disadvantaged within the target group.

The META service provided information for a significant number of migrants who were unemployed or who had had benefit applications refused, and who were as a result likely to be more vulnerable beneficiaries amongst the target group.

## 5.2.3 Findings in detail – the META service

For the purposes of the TRIF project META is providing outreach at a base in Cambridge (Cambridge City Council Customer Service Centre, 4 Regent Street, Cambridge). The base is fairly close to the city centre and is on a bus route with some on-road parking and not far from a multi-storey car park.

In addition to service information in 5 languages on the website ([www.keystonetrust.org.uk](http://www.keystonetrust.org.uk)), 560 hard copy leaflets in 4 languages (English, Lithuanian, Polish, and Russian) were printed and distributed between February and April 2010:



It is not known how many leaflets were produced in which languages, although anecdotally the English leaflets were not renewed as often as the other 3 languages. In addition to distribution of hard copy leaflets, electronic versions were distributed to a number of organizations likely to come in contact with the target group.

Judging by the beneficiary monitoring data (see below) it would seem that this range of languages is highly effective for reaching certain sections of the target group e.g. White Eastern Europeans. However, it may not help the META-run service to reach other sections of the TRIF target group i.e. Black and Asian people, Northern, Central and Southern Europeans, and Gypsy/Roma/Traveller people.

## 5.2.3 Findings in detail – the META service



There was a month's delay in delivering the service to beneficiaries (the service opened in January 2010 rather than December 2009), owing to negotiations with partners to provide premises. Monitoring data from 10 February 2010 show that there was a marked increase in enquiries in March 2010 (no data were available before 10 February):

The lower number of enquiries in February and April could be due to ramping up of the META service in the first full month of delivery and to the Easter holiday occurring in early April.

Usage from session to session was somewhat uneven, with between 2 and 8 beneficiaries being seen per session. It is not possible to determine from the data whether the META service is sustaining usage per session levels, or at what level of capacity the service is running. However, it is likely that 6-8 beneficiaries per session is at or close to full capacity. Of the 11 sessions held in this period, four involved 2-3 beneficiaries and a further four involved 6 or more beneficiaries:



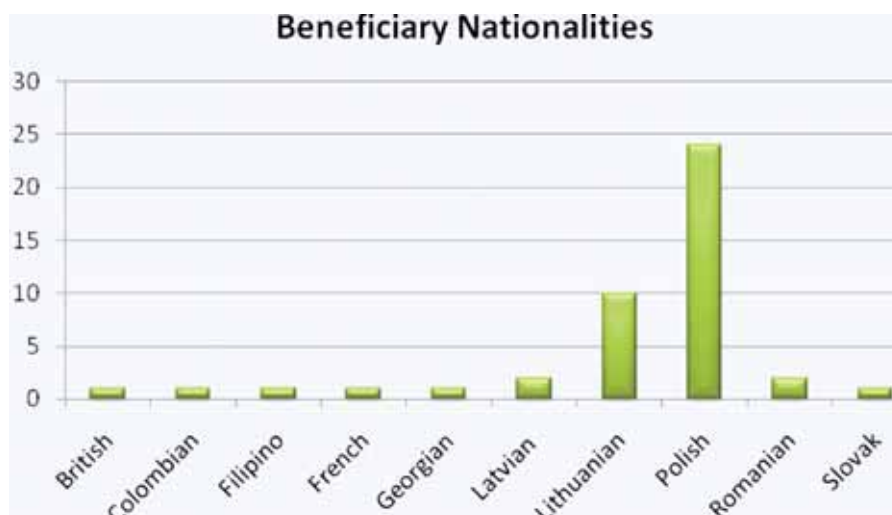
## 5.2.3 Findings in detail – the META service

Whilst it is encouraging that more than a third of sessions involve 6 or more beneficiaries, it may be of concern that 27% of sessions involve relatively few beneficiaries. It may be useful to (re)consider what level of usage should be regarded as optimal, how to reach optimal usage reasonably evenly across the delivery period, and whether the service is able to deal effectively with dips and surges in usage. Such data could be used to inform the management of relationships with potential referrers into the service.

With the exception of 4 beneficiaries (all referred from Cambridge City Council) it is not known how clients had found out about the service e.g referred from another agency or by word of mouth. It would be useful to adjust the beneficiary monitoring in Y2 to capture this data so that the project can ascertain which organizations may not be referring or which may be under-referring to the META service, with a view to forging and managing relationships with those organizations.

Between January and April 2010 the service received 51 enquiries from at least 44 beneficiaries; from the beneficiary monitoring data, which recorded gender, nationality, employment status and date of birth, it appeared that 13 enquiries were from 5 beneficiaries using the service for the second or third time (one beneficiary used the service 4 times in this period). It is noted that repeat enquiries may indicate a certain level of confidence and satisfaction with the service amongst those repeat beneficiaries.

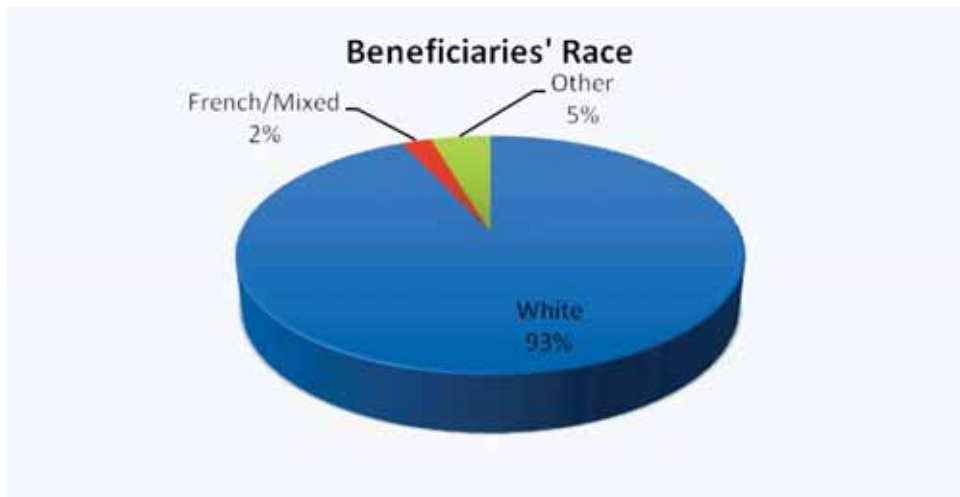
Of the probable 44 beneficiaries, 25 were female and 19 male, from 10 nationality groups (British, Polish, Lithuanian, Colombian, French, Filipino, Romanian, Georgian, Latvian and Slovak). The nationality range shows that the service is reaching a fairly wide range of nationalities amongst the target group:



## 5.2.3 Findings in detail – the META service

More than half of all beneficiaries (24 beneficiaries) were Polish; almost one-quarter (10 beneficiaries) were Lithuanian. This may reflect the composition of the target group in Cambridge. However, it is possible that this result reflects higher levels of awareness of the service amongst Polish and Lithuanian people compared with other nationality groups, which may be due to more effective communication about the service to and/or amongst Poles and Lithuanians. It may be due to other nationality groups preferring to use alternative services e.g. Citizens Advice Bureaux or online information. It may be useful to ascertain the reasons for under-usage by some nationality groups and how to target the service more effectively to such groups.

Although the service appears to be reaching a range of nationalities, beneficiary monitoring data on race shows that almost all beneficiaries were White:

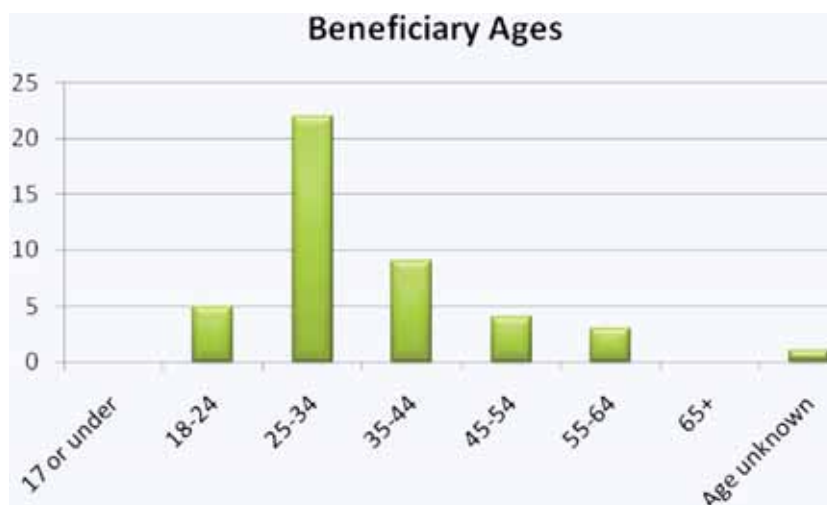


## 5.2.3 Findings in detail – the META service

The 2 beneficiaries identified as “Other” were Colombian/Other and Filipino/Other; it is possible that one or both of these beneficiaries was Black, Asian, or of Mixed race. Even if this were so, the vast majority of beneficiaries approaching the service would still be White. Given that the TRIF project theme b is concerned with reducing inequalities of access by Black, Asian and minority ethnic people, it may be appropriate to consider how to target the META service more effectively to Black and Asian people, or other ways in which the project could reduce inequalities of access by Black and Asian people.

In terms of employment status, an equal number of beneficiaries (17 beneficiaries) were unemployed or in full time employment, with 10 beneficiaries being in part time employment. Regarding levels of educational attainment, 61% of beneficiaries were educated to secondary school level. Twenty-seven per cent were educated to undergraduate level, and 9% to postgraduate level.

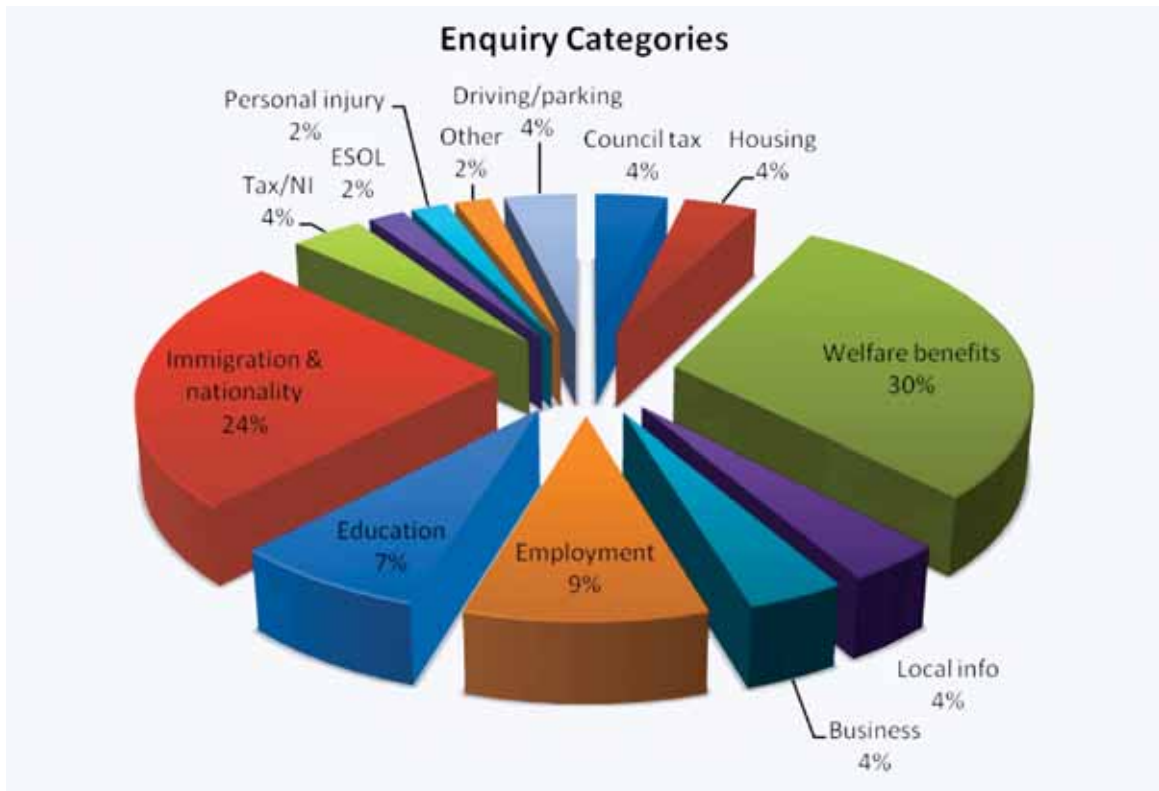
Regarding the age groups using the META service, 50% were aged 25-34 and 20% were aged 35-44. Although many migrants are in these age groups, and these age groups are particularly characteristic of recent migrants from Eastern Europe, many BME people in the population are aged under 24 or over 45, yet these age groups are under-represented in the user group:



This may be because younger and older BME people are accessing other services, or because in the short time the service was delivering in Y1 communication with and/or amongst the younger and older age groups was still ramping up, or that it was considered desirable to target Eastern Europeans in Y1. However, it may be because the META service is not targeting the younger and older BME age groups, or appealing to them, as effectively as the others. It may be useful to use the wider project’s contact with older and younger BME people to ascertain the reasons for under usage of the META service amongst these groups in order to determine whether adjustments to the META service’s marketing, communications and relationship management are needed.

## 5.2.3 Findings in detail – the META service

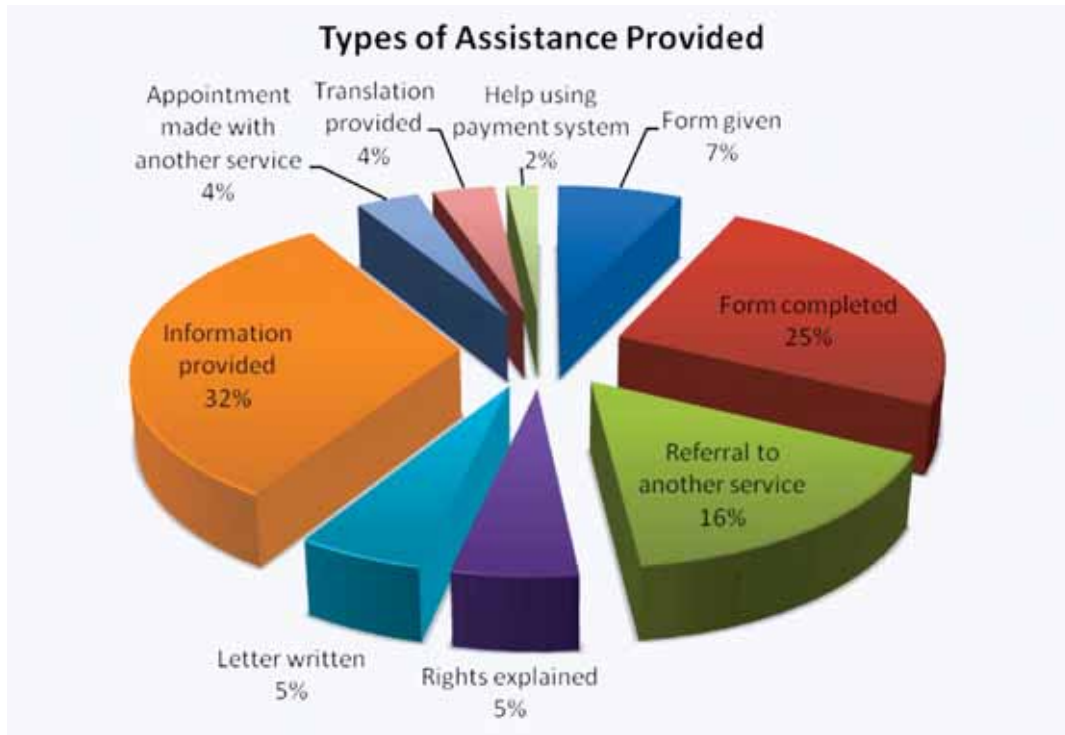
The nature of the 51 enquiries varied very widely as the following diagram shows:



Interestingly, a relatively small number of enquiries were employment or ESOL-related. The largest enquiry subjects were welfare benefits and immigration and nationality. Of the welfare benefits enquiries, the most frequent enquiry sub-group was related to housing benefit; this may be due to the location of the META service at its base within Council offices, perhaps making it more visible and accessible to people with housing benefit problems.

## 5.2.3 Findings in detail – the META service

The following diagram shows the types of assistance that the META service provided for beneficiaries:



The META service provided 56 discernible acts of assistance, an average of 1.2 acts of assistance per beneficiary. The categories “information provided” and “rights explained” should probably be considered together as the former may have included the latter in some cases. These two categories together form the largest type of assistance provided (21 instances). In addition application or claim forms were given on 4 occasions. This indicates that the most frequently provided type of assistance was broadly about interpreting the British institutional framework as it relates to migrants’ issues.

The second type of assistance most frequently provided was help with completing forms (14 instances). The service helped to write 3 letters, made 2 appointments, provided translation on 2 occasions, helped one beneficiary to use a payments system, and referred beneficiaries to another service provider on 9 occasions. Where the beneficiary was referred out of the service this was either for specialist legal advice or to access the authorities such as the housing benefit section or local school. These categories of assistance can be grouped together and viewed as a brokerage service helping migrants to access mainstream services.

The beneficiary monitoring data shows that all but two of the issues were resolved at point of contact. It is not clear whether issue resolution was from the perspective of the META worker or that of the beneficiary.

## 5.2.3 Findings in detail – the META service

Given that it appears that almost all issues were resolved at point of contact, the beneficiary satisfaction data are at odds with this. From 25 March the monitoring report shows beneficiary satisfaction data (no beneficiary satisfaction data was available up to that date). Although it is good practice for beneficiaries to be able to rate services in a confidential way i.e. without the knowledge of the service provider, it is not known whether beneficiaries were able to do so.

Beneficiaries had been asked to rate the service on a scale of one to five, where one was excellent and five was poor. Of the 10 responses, 6 responses rated the service at 5 i.e. poor. One response rated the service 4, and three respondents rated the service at 3.

At face value this indicates a low satisfaction rate with the META service amongst these respondents. However, it is possible that some or all of the respondents misinterpreted the rating system; arguably it is counter-intuitive to use the number five to indicate a poor service when rating systems often use five to indicate excellence e.g. 5-star. It may be useful to trial a rating system reversing the current system so that one means poor service and five means excellent service, and to compare the results with the Y1 results. Doing so may help META and MENTER to ascertain whether beneficiaries are interpreting the rating system correctly. It may also be desirable to carry out a beneficiary survey in order to acquire data relating to the impact on beneficiaries' lives of the TRIF funded META service.

During Y1 META carried out a needs assessment. The report was not available to the evaluator; however, the needs assessment could constitute a significant contribution to understanding the needs of migrants, how these may best be met and how barriers to access could be reduced. It may therefore constitute a significant contribution to TRIF theme b.

In terms of sustainability, through the META strand of the project beneficiaries may be acquiring understanding of UK institutions and how to access them, and of their rights and responsibilities. They may then be able to share this information with and through other migrants. In any event they may well be better able to access services and improve outcomes as a result of the service. This would build social capital within the target beneficiary group. Through META's support for beneficiaries in challenging adverse decisions, MENTER and Keystone Development Trust are able to improve agencies' decision making which in turn should improve outcomes for migrants outside the scope of the TRIF project.

## 6 Recommendations

The Y1 evaluation makes 6 recommendations as follows:

<b>MENTER</b>	<b>R1</b>	Review knowledge management mechanisms and processes such as data capture and outcomes tracking in order to improve MENTER's ability to assess project outcomes and the impact of its work
<b>MENTER-PDP</b>	<b>R2</b>	Carry out work to seek and analyse qualitative and quantitative data from women, older people, disabled people, and a wider range of ethnic groups to complement the Community Consultation Survey data in order to improve understanding of complexities amongst beneficiaries and targeting of responses
	<b>R3</b>	Track policy issues raised in the TRIF project's community engagement through the Multi Agency Forums and Chairs' Forum, and provide feedback to beneficiaries on progress and results achieved
<b>Keystone-META</b>	<b>R4</b>	Carry out work to ascertain reasons for under-usage amongst older, younger, Black, Asian, Central Europeans and Gypsy/Roma/ Travellers, and adjust delivery to address identified access issues
	<b>R5</b>	Review and adjust project monitoring to capture data on referrals in order to inform external relationship management
	<b>R6</b>	Conduct a beneficiary survey in order to assess the impact of the service on people's lives

## 7 Glossary

Abbreviation or phrase	Explanation
BACSP	Bedford African Community Support Project
BME	Black and Minority Ethnic
CDF	Community Development Foundation, managing agents for the TRIF Programme
DCLG	The Department for Communities and Local Government
EEDA	East of England Development Agency
EERA/EELGA	East of England Regional Assembly, now East of England Local Government Association
LAA	Local Area Agreement
MACF	Multi Agency Chairs' Forum, the regional grouping of MAF chairs
MAF	Multi Agency Forum; the forums comprise service providers and other organizations with an interest in migration and its impact
MAP	The Norfolk Multi Agency Protocol on hate crime
MENTER	The regional voluntary and community sector BME network for the East of England
META	Mobile Europeans Taking Action, part of Keystone Development Trust; META provides information and support for migrants
MIF	Migration Impact Fund
NRPF	No Recourse to Public Funds
PDP	Partnership Development Project, run by MENTER and delivering the TRIF project Work stream A
TRIF	Tackling Race Inequality Fund Programme, run by DCLG through CDF
PREC	Peterborough Race Equality Council
UKBA	UK Borders Agency
Y1, Y2	Year 1 of the project, Year 2 of the project

# Appendix 1 Community Consultation Survey Results Questionnaire and Analysis

## Community Cohesion Survey-what do you think?

Which of the following do you think are most important to you as a local resident to make your community a safe and good place to live? Please mark your choice 1-6 (one being the most important) from the list below.

Thank you for your time.

Options & tally of score	What is being measured	
	Local Area Agreement (LAA) indicators	Cohesion: Inequality of outcome, process & autonomy
To have the same access to services as everyone else	NI 2 & 5 - %of people who feel they belong to their neighbourhood; overall general satisfaction with local area	Standard of living
To respect each other's values, beliefs and cultural differences	NI 23 & 128 - perception that people in the area treat one another with respect and consideration; user reported measure of respect and dignity of their treatment	Identity, expression and self respect
To have the opportunity to have my voice being heard in decisions affecting my community	NI 3 & 4- civic participation in the local area; % of people who feel they can influence decisions in their locality	Participation, influence and voice
To feel safe and free from harassment and discrimination.	NI 35 & 37 - building resilience to violent extremism; awareness of civil protection arrangements in the local area (cross cutting community safety indicators)	Legal security
To have more opportunities to meet people from different backgrounds/cultures and feel less isolated	NI 1 - % of people who believe people from different backgrounds get on well together in their local area	Productive and valued activities
To be understood and to understand my local community better	NI 3 - civic participation in the local area (with cross cutting cohesion issues)	Human rights

# Appendix 1 Community Consultation Survey Results Questionnaire and Analysis

Most of the questions relate to cross cutting themes of the LAAs

## Detailed analysis of responses

***“To have the same opportunities and access to services as everyone else”***

ranked 1st	10	times	16%
ranked 2nd	8	times	13%
ranked 3rd	10	times	16%
ranked 4th	11	times	17%
ranked 5th	9	times	14%
ranked 6th	10	times	16%
was not ranked	6	times	9%

***“Feeling safe and free from harassment and discrimination”.***

ranked 1st	20	times	31%
ranked 2nd	12	times	19%
ranked 3rd	9	times	14%
ranked 4th	8	times	13%
ranked 5th	13	times	20%
ranked 6th	2	times	3%
was not ranked	0	times	0%

***“Respecting each other’s values, beliefs and cultural differences”***

ranked 1st	18	times	28%
ranked 2nd	10	times	16%
ranked 3rd	18	times	28%
ranked 4th	9	times	14%
ranked 5th	5	times	8%
ranked 6th	2	times	3%
was not ranked	2	times	3%

***“More opportunities to meet other people to socialise and feel less isolated”***

ranked 1st	11	times	17%
ranked 2nd	14	times	22%
ranked 3rd	12	times	19%
ranked 4th	5	times	8%
ranked 5th	12	times	19%
ranked 6th	9	times	14%
was not ranked	1	times	2%

***“The opportunity to have your voice heard in decisions affecting your community.”***

ranked 1st	8	times	13%
ranked 2nd	10	times	16%
ranked 3rd	11	times	17%
ranked 4th	17	times	27%
ranked 5th	11	times	17%
ranked 6th	5	times	8%
was not ranked	2	times	3%

***“The chance to be understood and to understand my local community better”***

ranked 1st	5	times	8%
ranked 2nd	11	times	17%
ranked 3rd	10	times	16%
ranked 4th	12	times	19%
ranked 5th	13	times	20%
ranked 6th	11	times	17%
was not ranked	2	times	3%