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State of Israel
Ministry of Immigrant Absorption

Activities of the Ministry of Immigrant Absorption on Behalf of the Ethiopian-Israeli Population: Information on Ministry Programs and the Extent of their Effectiveness

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The report was prepared as part of an examination by the Ministry of Immigrant Absorption on the situation of the Ethiopian-Israeli community and how it is being absorbed in Israel

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Habib, J.; Halaban-Eilat, H.; Shatz, A. 2010. ***Follow-up on Key Indicators of the Nationwide Situation of the Ethiopian-Israeli Population***. ES-560-10 (Hebrew)

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Executive Summary

1. Introduction

The State of Israel strives to improve the provision of service to the Ethiopian-Israeli population and to base planning and operations on defined objectives and the follow-up of implementation and outcomes. The Ministry of Immigrant Absorption is responsible for numerous programs and projects aimed at Ethiopian Israelis. Some of these have been specially adapted to this population's needs. Others address all immigrants. The Myers-JDC-Brookdale Institute was asked to survey the Ministry programs for Ethiopian-Israelis in 2007.

The Ministry of Immigrant Absorption is responsible for numerous programs and projects targeting Ethiopian Israelis. Some of these have been adapted specifically for the Ethiopian-Israeli population, while others are aimed at all immigrants. The Myers-JDC-Brookdale Institute was asked by the director general of the Ministry to review the programs and projects and to examine the activities, placing the emphasis on outcomes.

The study conducted by the Institute included a mapping of all programs for Ethiopian Israelis. In the course of the mapping, we examined the program's effectiveness at advancing the immigrants' integration in various areas of their lives. The results of the survey are aimed at strengthening the base for informed planning of further allocation of resources and investment in the population.

The programs mapped were divided into eight areas: general, health, culture, social affairs, education, higher education, employment/business ventures, and housing.

This report reviews the Ministry's various areas of activity and looks at the different programs within each of them. Two additional reports present a shortened survey with suggested, strategic guidelines for intensifying the use and development of knowledge (Habib, Halaban-Eilat and Shatz, 2010a) and key indicators of the situation of the Ethiopian-Israeli community (Habib, Halaban-Eilat and Shatz, 2010b).

The report devotes a separate section to each program, focusing on three aspects:

- A description of the program based on the questionnaires completed by the program directors and interviews with the heads of departments at the Ministry
- Administrative data
- Information from the evaluation, including measures of success for evaluating the program.

2. Definitions

We define "information system" as a process in which standardized tools are used to gather data on the activities and outcomes of a service system over a period of time. This process is conducted solely or mainly by the program implementers themselves.

The term "study" relates to an action performed by an external party on a one-time, temporary or periodic basis.

3. Sources of Information

Data were collected from various sources:

1. Interviews with heads of departments at the Ministry of Immigrant Absorption
2. Self-report questionnaires completed by program implementers or directors (separate forms for each of their programs). The forms included a description of the program and its goals, dates and duration, partners, implementation and outcome measures, questions as to the existence of administrative information systems, special studies, etc.
3. Administrative information systems – identifying the systems and examining their potential contribution to measuring outcomes
4. Studies of the programs – ascertaining what evaluation studies had been conducted and examining findings relating to implementation and outcomes
5. National statistical data – an analysis of general patterns in the various sources of data, such as the Central Bureau of Statistics (CBS), government ministry information systems, e.g., at the Ministry of Education (on matriculation results). Data published by various agencies were used and processed (and will be published in a separate report).

Table I presents the sources of information identified in the survey, based on which the existing information was analyzed. The table indicates several evaluation studies and the administrative information systems available to the project that may furnish information for the evaluation of the project's outcomes and its further development.

Table I: Status of the Information

Program	Number
Total Ministry programs	31
Programs for which questionnaires were obtained from the responsible division	19
Programs for which studies were found	16
Programs for which information systems were found*	19
Programs without questionnaires, but with studies	7
Programs for which both studies and information systems were found	11
Programs for which studies *or* information systems were found	24
Programs without any material (studies, information systems or questionnaires)	5

* If there is no questionnaire for a program, it is impossible to determine whether an administrative information system exists.

One of the main tools used for this report was a self-report questionnaire completed by those responsible for each of the programs. As the table shows, our efforts to obtain information on the programs met with partial responsiveness: for 19 programs, we received questionnaires from those responsible; for 12, we did not. Table I also shows that 19 out of the total of 31 programs

have some form of administrative information system. For 16 projects, studies were found. In total, there was no source of information for only five programs and obviously, we could not consider their outcomes. Note that there were no evaluation studies of several large-scale programs, such as Project Renewal, Peleh and higher education, though some of them (relating to higher education) have information systems containing valuable data on the program.

4. Administrative Information Systems

This section relates to the nature of the information available and reviews the data on outcomes of programs with information systems (Table II). As noted, we received questionnaires for 19 of the Ministry's programs, which provided information about the systems used by the programs. Each of these programs was found to have an administrative information system. The system also contained information on outcomes of 18 of them.

Note that some of the programs are not exclusively for the Ethiopian-Israeli population and serve other immigrant groups as well. It was therefore necessary to check whether it was possible to extract separate information solely on the Ethiopian-Israeli community from the system.

Table II provides details on the characteristics of each of the 18 information systems. Two main characteristics emerge:

- All programs gathered information on outcomes at participant level, but in most cases did not computerize it.
- It was possible to extract separate information on the Ethiopian-Israeli population for 17 of the programs, even if other populations were included in the program.

Table II:Information on Outcome of Programs with Administrative Information Systems [1]

Program Name and Serial No.*	Separate Information on Ethiopian Israelis	Non-Computerized Information on Outcomes	Computerized Information on Outcomes	Reports to Ministry: Periodic	Reports to Ministry: Outcomes
2. Mokdim (neighborhood centers)	Program for Ethiopian-Israelis only	Yes	No	Yes	Partial
5. Substance-abuse prevention	Program for Ethiopian-Israelis only	Yes	No	Yes	Partial
8. From Risk to Opportunity	Yes	Yes	No	Yes	No
9. Sikuim (Opportunities)	Yes	Yes	No	Yes	No
11. Migdalor	Program for Ethiopian-Israelis only	Yes	No	Yes	No
12. Young Entrepreneurs	Yes	Yes	No	Yes	No

Table II:Information on Outcome of Programs with Administrative Information Systems (cont.)[1]

Program Name and Serial No.*	Separate Information on Ethiopian Israelis	Non-Computerized Information on Outcomes	Computerized Information on Outcomes	Reports to Ministry: Periodic	Reports to Ministry: Outcomes
14. Hafuch al Hafuch drop-in centers	Not currently	No	Yes	Yes	No
17. Zinuk B'aliya	Yes	Yes	No	Yes	No
19. Ofek Labagrut	Yes	No	Yes	Yes	Yes
20. Peleh	Yes	Interim outcomes only	No	Yes	No
24. Ethiopian National Project (ENP)	Program for Ethiopian-Israelis only	No	Yes	Yes	Yes
25. Kedma B	Yes	Yes	No	Yes	No
26. Preparatory programs (university and practical engineering)	Yes	Yes	No	Yes	No
27. Higher education	Yes	No	No	Yes	No
28. Eshet Chayil (Woman of Valor)	Yes	No	Yes	Yes	No
29. Business counseling	Yes	No	Yes	Yes	No
30. Reshet: Employment Incubators	Yes	No	Yes	Yes	Irregular
31. Mortgages	Yes	No	Partial	Yes	Partial
Total	**Yes = 17**	**9 = Yes; 1= interim outcomes only**	**6 = Yes; 1 = partial**	**Yes = 18**	**2 = Yes; 4 = partial**

* Serial numbers match those in Table 1 in the main (Hebrew) report.

[1] Project Renewal (3) has information on its activities only and therefore does not appear in the table.

Reporting to the Ministry is another dimension of administrative information systems, whether the data are computerized or not.

- For each of the 17 programs, periodic reports from the information system were submitted to the Ministry. However, outcomes were reported for only 6 programs. Two of these provided fuller information, the other four provided only partial reports.

- Sometimes, the reports to the Ministry were included in ongoing reports to several agencies and were submitted via a steering committee.

This report does not discuss the extent that the information was utilized or discussed at Ministry level.

5. Evaluation Studies

This section describes the current state of research on the Ministry's programs for Ethiopian Israelis. As in the analysis of administrative information systems, our goal here was to examine the extent to which various studies related to outcomes. At the same time, it was very important to relate also to implementation processes, which makes it possible to identify the need for change and consider the extent to which the goals were achieved – along with the outcomes.

Outcomes can be measured by objective measures, such as: job placement, matriculation scores, police files and reported incidence of abuse. In addition, it is important to relate to subjective measures since certain areas naturally warrant this: increased self-confidence, sense of isolation, identity and belonging, etc. Further, it is important to know the extent to which the clients themselves identify the improvement and the benefits of participating in the program.

A further measure is client satisfaction with the program or with components of the program. This measure is based both on direct questions as to their satisfaction and on indirect questions, such as their readiness to recommend the program to others.

5.1 The Nature of the Research Data

1. We ascertained that studies had been conducted on 16 of the 31 programs, in general one study per program. Some of the studies had been conducted in stages and the findings presented in a series of reports. Sikuim (Opportunities) was an exception and had been evaluated in two separate studies. Some of the studies had been conducted a relatively long time ago – in the early years of the decade – and thought should therefore be given to conducting more up-to-date studies.
2. The studies vary greatly in their range and depth. For the purposes of the current report, we did not examine the quality of the studies in depth. Rather, we discuss the type of information they provided, the extent to which they reported the program outcomes, and whether the outcomes were positive.
3. Almost all the studies examined the processes of implementation from the perspective of both implementers and clients. The studies examined whether all elements of the program had been implemented, whether the participation rates were as planned, whether the program reached the targeted population, which of the participants characteristics impacted on the program, whether there was important variance in the implementation strategies among the various groups, what were the barriers, and which ways of coping were successful (for the purposes of possible improvements to the implementation process).
4. Almost all the studies examined client satisfaction with the programs.

5. Almost all the studies (16 out of 17) conducted quantitative analyses of the outcomes and individual follow-up of participants. In examining the outcomes, almost all of them used objective and subjective measures.
6. The weakness of most of the evaluation studies was the absence of comparison or control groups, making it difficult to ascertain the program's contribution to positive changes in the population. This is characteristic of most of the studies conducted in Israel and is not exclusive to those conducted for the Ministry of Immigrant Absorption.
7. Where the studies measured outcomes, positive changes were found among the participants in almost all the programs, in line with the program goals – or at least some of them. One of the programs was implemented partially and the findings cannot therefore be relied on to a great extent. Another study found that the program's outcomes were not very positive.
8. Importantly, all the evaluation studies coped with the complexity of measuring outcomes in different areas and created a base for measures that could be used to develop future systems, whether for follow-up studies or together with some of the measures in the administrative information systems.

5.2 Research Findings on Program Outcomes

In this section, we summarize the findings of evaluation studies of Ministry programs for the Ethiopian-Israeli community, by area. As noted, 17 evaluation studies have been conducted – two of them on From Risk to Opportunity and two on Sikuim. A third study (on Zinuk B'aliya) began in 2008 and will continue for around 3 years. The study is not included in the report although the program itself is discussed. The 17 studies can be divided into five main areas:

1. ***General – absorption and adjustment:*** Two programs: Absorption centers and Mokdim (neighborhood centers)
2. ***Health:*** Two programs: National AIDS information program and the substance-abuse prevention program
3. ***Social services (for youth):*** Five programs: Telem (employment, studies and a home on kibbutz), From Risk to Opportunity (two separate studies for each of the two stages), Sikuim (two separate studies conducted at different times), Hafuch al Hafuch, and the Society for the Protection of Nature in Israel (SPNI) patrol programs
4. ***Education and public information:*** Three programs: Ofek Labagrut, Etgarim and the ENP
5. ***Employment:*** Three programs: Eshet Chayil, business counseling and support through Mati-Netanya (business development centers) and Reshet: Employment Incubators

The following is a summary of the findings for each of these areas:

a. General – Absorption and Adjustment

- Most of the immigrants were satisfied with the absorption center.
- The immigrants considered that the absorption center prepared them for life in Israel to a moderate extent (around average).

- The immigrants considered that the absorption center contributed relatively little to their knowledge of Hebrew.
- The study on the Moked (neighborhood center) in Ashdod found that most of the Ethiopians in the city were acquainted with the center.
- There was a relatively high degree of satisfaction with the Moked in Ashdod and the information it provided.
- Fifty-seven percent of the men and 40% of the women who went to the Moked in Ashdod reported that solutions were found to their problems.

b. Health

- The AIDS public information activities improved participants' level of knowledge and preventive behavior.
- A change was found in participants' knowledge of the dangers of drug abuse and their attitudes to drugs and alcohol. There was an improvement in communications between youths and parents and in the young people's self-control.

c. Social Services (for Youth)

- There were problems in the implementation of From Risk to Opportunity, which made it hard for the program to achieve its goals. Notwithstanding, there were different levels of success and satisfaction in the different localities where it was implemented.
- Programs such as Telem (employment, studies and a home on kibbutz) generally advanced the participants and had a positive impact at various levels. The findings show that the programs evidently empowered participants. However, the number of participants was small and therefore the impact was less evident when the progress of the Ethiopian-Israeli community as a whole was examined.
- The study of the Hafuch al Hafuch drop-in centers revealed a high level of satisfaction and participants gave positively reports about the program's contribution. However, the number of Ethiopian Israelis using the centers was relatively small and the reports available did not distinguish between the Ethiopian Israelis and other participants at the centers.
- Participants in Sikuim reported a high degree of satisfaction with the program. The more recent report (2008) indicated that the program had achieved its goals – the main one being to prevent criminal behavior or reduce the scale of criminal behavior among participants. The findings revealed that the number of offenses committed by program participants had been reduced considerably by the end of the program. However, the study did not examine the program's impact on recidivism over an extended period – i.e., for several years after the program.
- The SPNI patrol groups contributed to participants' adjustment by strengthening their connection to Israeli society and Ethiopian tradition and improving the level of support from non-Ethiopian youth.

d. Education

- The evaluation study of Etgarim (Challenges), which prepared children for first grade, indicated an improvement in all areas measured. The greatest advances were in the area of language acquisition. Great satisfaction with the program was reported.
- Two of the key educational programs that were evaluated were Ofek Labagrut and the ENP program. The findings of both evaluations indicate that intensive support and assistance led to the achievement of the goals. Improvements were found in the achievements and scores of Ethiopian-Israeli pupils and their eligibility for regular and first-class matriculation certificates.

e. Employment

- The contribution of Mati-Netanya was evident in areas such as support, consultancy, mentoring and drawing up business plans.
- However, only a small number of entrepreneurs (15) were interviewed.
- The study of the Eshet Chayil (Woman of Valor) program revealed that the placement rate ranged from 30%–80% of the participants in different groups. There was also an essential change in the way the women felt about going out to work.
- The study of Reshet: Employment Incubators found a relatively high placement rate (65%–75%). The program helped strengthen self-confidence and acceptance of responsibility. About 45% of the people placed in jobs were working in occupations they had studied in the program.
- A high percentage of applicants to the Mokdim (neighborhood centers) seeking assistance with employment expressed a high degree of satisfaction with the assistance given.

5.3 Information on Positive Outcomes in the Evaluation Studies

The evaluation studies found positive outcomes for the following programs: Absorption centers, Mokdim (neighborhood centers), AIDS information activities, substance-abuse prevention program, Telem (employment, studies and a home on kibbutz), Etgarim (Challenges), From Risk to Opportunity, Sikuim (Opportunities – 2008 study), SPNI multicultural program, Hafuch al Hafuch drop-in centers, Ofek Labagrut, SPACE, Atidim, Eshet Chayil, the Mati-Netanya Business Development Center and Reshet: Employment Incubators.

6. Program Outcomes Obtained from Administrative Information and Evaluation Studies

Table III summarizes the picture emerging from the program outcomes, with information obtained from the administrative systems and evaluation studies. Evidently, positive outcomes were reported for half of the programs.

Table III: Summary of Outcomes Obtained from Evaluation Studies and Administrative Information

	Number of Programs
Total programs	31
Programs for which there are evaluation studies with a report on outcomes	15
Programs for which there is an administrative information system including outcomes for the Ethiopian-Israeli population	18
Of these, number of programs reported to head office	7
Programs for which evaluation studies show some positive outcomes	15
Programs for which administrative information shows some positive outcomes*	3
Programs for which there is information about positive outcomes from any source whatever	16
Programs for which there is information from any source whatever about outcomes	23
Of these, programs about which the information has been reported to the Ministry of Immigrant Absorption	17

* Studies have also been conducted on all programs

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