



EUROPE

Evaluation of The Atlantic Philanthropies Migration Programme

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List of Abbreviations

| | |
|------------|---|
| AkiDwA | Akina Dada wa Africa |
| AIDA | Asylum Information Database |
| AMIF | Asylum, Migration and Integration Fund |
| CADIC | Coalition Against the Deportation of Irish Children |
| CEAS | Common European Asylum System |
| CIC | Citizens Information Centres |
| COMPAS | Centre on Migration, Policy and Society |
| Dáil | Dáil Éireann (Lower House) |
| Doras | Doras Luimní |
| EASO | European Asylum Support Office |
| ECRE | European Council on Refugees and Exiles |
| EPIM | European Programme for Integration and Migration |
| EU | European Union |
| FOMACS | Forum on Migration and Communications |
| ICI | Immigrant Council of Ireland |
| INIS | Irish Naturalisation and Immigration Service, Department of Justice |
| IRC | Irish Refugee Council |
| IRP Bill | Immigration, Residence and Protection Bill |
| ISPC | Irish Society for the Prevention of Cruelty to Children |
| MIPEX | Migrant Integration Policy Index |
| MJELR/MJLR | Minister for Justice, Equality and Law Reform/Minister for Justice and Law Reform |
| MPG | Migration Policy Group |
| MRCI | Migrant Rights Centre Ireland |
| NASC | Irish Immigrant Support Centre |
| NGO | nongovernmental organisation |
| Oireachtas | Oireachtas Éireann (Irish Legislature) |
| Seanad | Seanad Éireann (Upper House) |
| TD | Teachta Dáil (member of the of Dáil Éireann) |
| TIC | The Integration Centre (incorporating Refugee Information Services and Integrating Ireland) |

1. Introduction

Established in 1982, The Atlantic Philanthropies is a grantmaking foundation and has made grants totaling \$8 billion to advance opportunity, equity and human dignity.

This document is the final report of an independent evaluation of The Atlantic Philanthropies (Atlantic) Migration Programme that ran from 2004 to 2014. This programme issued grants to organisations operating in Ireland and at a European level that were helping migrants to gain access to justice and services. As the final output from the evaluation, this report presents findings about the impacts that the Migration Programme achieved in law, policy and practice in Ireland, and the lessons that might be drawn for other grantmakers and grantees, as well as policymakers, researchers and academics working in this field.

Overall, the evaluation found that Atlantic's Migration Programme had changed the civil society landscape in Ireland, successfully building a field of actors pursuing a common goal of improving migrants' access to justice and services over an extended period of time and combining a set of strategies targeting a variety of dimensions of the challenges related to migration. This report describes the impacts achieved by the individual organisations supported by Atlantic, and looks more broadly at the cumulative effect of the funding by Atlantic over this period. Produced alongside and complementing this report four case studies describe a number of promising practices and learnings identified by the evaluation and a discussion paper looks in more detail at the strategic field-building approach taken by Atlantic. A summary report provides key lessons and conclusions from the evaluation.

This introductory chapter first describes the trends in migration to Ireland (Section 1.1) and the legislative and policy framework (Section 1.2) that provided the context to the evaluation and the Migration Programme. It then sets out the aims and objectives of the Migration Programme, introduces the concept of the 'field-building' approach, which was central to the Migration Programme, and charts the process through which Atlantic designed the programme (Section 1.3). Finally (Section 1.4), it describes the research questions that the external evaluator sought to answer and how data were collected to inform the evaluation.

1.1. Migration in Europe and Ireland: The Context to the Atlantic Migration Programme

People have throughout history moved from place to place in search of more hospitable cultures and climates, to find shelter, fertile ground and other opportunities. Local, regional and international events, and the policy and practice around migration in those contexts, can and have shaped both migration patterns and how those migration patterns are perceived by receiving populations.

After World War II several European countries required and sought labour from abroad to boost a depleted labour force and rebuild industries (King, 2002). However, at other times when there is less work available and/or people feel under pressure in other ways or for other reasons, immigrants may be less sought after and less welcomed. While there is variability across countries and over time, there is *on the whole* a broad consensus as to the overall positive contribution that migrants make to economies and growth among most economists and scholars of migration (OECD, 2014). Migrants in Europe have tended to contribute more in taxes than they cost (Dustmann and Frattini, 2014), to lower the average age of the population thereby addressing challenges associated with countries' dependency ratios.

How governments regulate migration — including the ways in which new arrivals are managed, the services they are able to access and the infrastructure to support migration — is a highly complex and contentious policy area (Spenser, 2011). It is influenced by national, European and international law, national and regional politics, the economic climate, as well as national identity and culture. Migration policy, and how it is articulated at home and abroad, may affect the numbers of immigrants arriving, how well those immigrants integrate or do not into their receiving communities and how the native population experiences and perceives those immigrants. Further, the experiences and opportunities of immigrants will be affected by their material conditions — the jobs and services available to them on arrival — as well as by receiving communities' perceptions of the services available to migrants.

This is an area of social policy in which law, policy and practice intersects with public attitudes and debate around migration to create more positive or negative dynamics, which have consequences for the health, wellbeing and prosperity of migrants and native populations.

Atlantic's Migration Programme 2004-2014 was in operation before the emergence of the so-called migration crisis in 2014 and 2015 that was caused by a significant increase in the numbers of people arriving on the European shores of the Mediterranean. However, the period of grant-giving did coincide with significant changes in the number and type of migrants arriving in Ireland, ongoing debate at a European level about the appropriate limits to the free movement of people between European Member States, as well as the financial crisis that began in 2007.

Migration to Ireland in the last 20 years

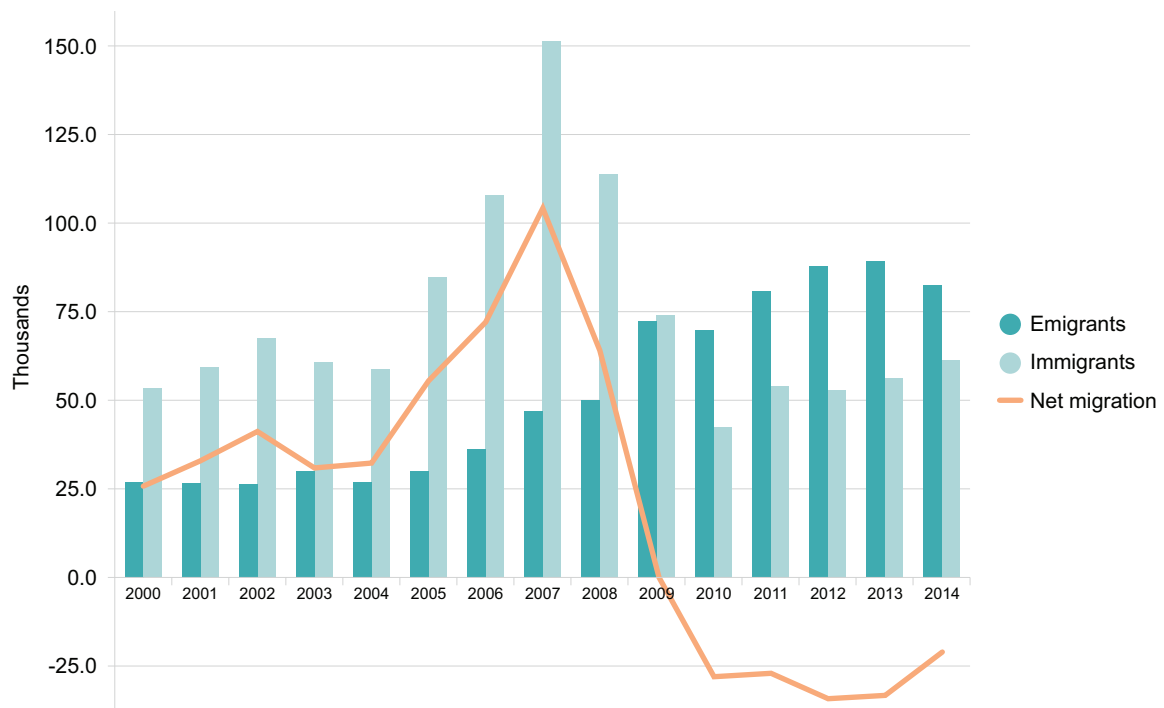
Over the course of the 1990s Ireland became a country of immigration. The proportion of foreign-born residents in Ireland doubled in the space of a decade. Migrants as a percentage of the total population in Ireland rose from 10% to 20% (United Nations, 2009), which was one of the largest percentage increases recorded across the countries in the Organisation for Economic Co-operation and Development. To give a sense of the numbers involved, while there were 224,261 non-Irish nationals in Ireland in 2002, this figure almost doubled to 419,733 by 2006 (Central Statistics Office, 2012).

A number of factors accounted for this significant increase in migration. One was Ireland's decision in 2004 not to exercise its right under European law to delay access to its labour market by nationals from countries joining the European Union (EU), such as Poland,

the Czech Republic, Hungary and Slovakia. This was at a time of rapid economic growth experienced in Ireland — the ‘Celtic Tiger’ — which increased demand for workers (Krings et al., 2011). There was also migration from outside of the EU through, for example, work permits issued to nurses from the Philippines.

Trends in migration changed significantly with the onset of the economic crisis. As shown in Figure 1.1, there was a sharp fall in the number of immigrants to Ireland between 2007 and 2010. Numbers of immigrants increased slightly between 2010 and 2014 and net migration increased between 2012 and 2014.

Figure 1.1: Immigration, emigration and net migration in Ireland, 2000-2014



Source: Irish Central Statistics Office, 2015

While patterns of migration shifted relatively rapidly, the asylum and immigration system in Ireland was slow to respond to these changing trends (Rhus and Quinn, 2009).

1.2. Law and policy in Ireland in the face of changing migration trends

Understanding the legal issues

Migration in Ireland is a policy area regulated by both European and national law. In most countries and internationally, the law makes distinctions between different kinds of migrants:

- A **refugee** is a person who is outside his or her own country; has a well-founded fear of persecution due to his/her race, religion, nationality, membership of a particular social group or political opinion; and is unable or unwilling to return (as defined by the United Nations Convention relating to the Status of Refugees).

- An **asylum-seeker** is a person who has fled from his or her own country due to fear of persecution and has applied for (legal and physical) protection in another country (i.e., applied for asylum — the right to be recognised as a refugee) but has not yet had his/her claim for protection assessed. A person remains an asylum-seeker until his/her protection ‘status’ has been determined.
- A **migrant** is someone who voluntarily chooses to leave his or her own country and make a new life in another country. In the case of Ireland, the economic success of Ireland in the 2000s created ‘pull’ factors for migrants, in addition to the ‘push’ motivation of those seeking asylum.

These different groups usually have different legal entitlements regarding, for example, their right to live and work in a country, their right to claim benefits and use public services, and their ability to be joined in the country by members of their immediate and extended family. These rights and entitlements differ between countries.

The European legal context

The EU, made up of 28 Member States, is established by treaties signed by all members. Amendments to the treaties over the years have expanded the competence of the EU in the area of migration — that is, the EU has increasingly had the power to legislate to coordinate and harmonise the migration policy of Member States.

Ireland is a member of the EU but has opted out of large parts of EU law, for example, covering some aspects of asylum, trafficking, borders and visas, irregular migration and return. Denmark and the United Kingdom have similar opt-outs.

Ireland has, however, signed up to European laws governing the right to free movement (see Box 1.1) and a substantial proportion of the increase in migration to Ireland between 2004 and 2008 was driven by people who were nationals of other European Member States moving to Ireland to work — exercising their right to free movement as EU citizens. Ireland has also signed up to some European laws relating to asylum (European Agency for Fundamental Rights, 2014).

Box 1.1: The right to free movement under European Union law

The free movement of workers between European Union (EU) Member States is a fundamental principle in the treaty founding the EU and entitles EU citizens to:

- Look for a job in another EU country
- Work there without needing a work permit
- Reside there for that purpose
- Stay there even after employment has finished
- Enjoy equal treatment with nationals in access to employment, working conditions and all other social and tax advantages

EU law also allows EU nationals access to some health and social security benefits. These benefits extend to the family members of EU nationals (even if they are citizens of non-EU countries).

Source: European Commission, 2016b

Domestic law on migration

While European law is important, large parts of the migration and asylum systems in Ireland is governed by a patchwork of national legislation (for example, the Aliens Act 1935, Illegal Immigrants (Trafficking) Act 2000, Immigration Act 1999, 2003 and 2004, and the Refugee Act 1996).

When Atlantic's Migration Programme was launched in 2004, migration experts and researchers, as well as the Irish Government that had committed to reform the system, noted a number of limitations to Ireland's legal framework for asylum and migration. The limitations included the fact that Ireland was the only EU state without a single protection procedure. A single protection procedure allows asylum and other protection claims to be considered simultaneously. In Ireland, at that time, an applicant needed to be refused asylum before they could seek subsidiary protection. Additionally, it was said that there was a 'lack of clarity' in relation to 'procedures and entitlements for immigrants of varying status' (European Asylum Network, 2012).

Another aspect of the Irish system that was criticised at the time Atlantic's Migration Programme was launched was the lack of an independent appeal mechanism for decisions about migration. Judicial review brought in the High Court was the only way to challenge a decision regarding the right to remain in or enter Ireland, for example, for the purpose of family reunification. This was a costly and time-consuming process.

The system of Direct Provision in Ireland was also the focus of calls for reform (and remains so at the time of this writing in 2016). Under Direct Provision, asylum-seekers are housed in state-provided accommodation while they wait for their applications to be processed. While in Direct Provision, applicants receive an allowance but their access to other benefits is restricted. It was originally envisaged that asylum-seekers would live under Direct Provision for no more than six months. However, in September 2015 the average length of stay was 40 months (Reception and Integration Agency, 2015).

The calls for and attempts to reform national migration law in Ireland in 2004, when Atlantic's Migration Programme was starting, are still very much alive in 2016, although — as explained throughout this report — some changes to the law have been made.

The key instruments for reform have been the Immigration, Residence and Protection (IRP) bills. This series of bills aimed to replace all of the different pieces of legislation in Ireland on migration with a single framework — including visas, entry to the state, protection, residence permits and the process of removal. However, these bills have had a troubled history. It has proved extremely challenging to reach consensus on reform, despite agreement that the current system has several failings.¹ A timeline of the reforms can be summarised as follows:

- 2007 — The first IRP Bill was drafted but fell through following a change of

¹ For example, the Supreme Court described the laws relating to deportation and subsidiary protection as 'extremely complicated' and 'cumbersome', and as contributing significantly to the delay of court decisions (*The Irish Times*, 2012).

government in that year.

- 2008 — The IRP Bill was reintroduced and reached the committee stage² but did not progress further.
- 2011 — Another iteration of the Bill was introduced, but this was withdrawn in 2012.
- 2015 — A shortened bill, named the International Protection Bill was introduced and passed into law in December 2015. This was narrower in scope than the previous IRP bills. It does introduce a single protection procedure for assessing applications for asylum, but does not include any changes to Direct Provision. Reactions to the passage of the International Protection Act 2015 have been somewhat mixed among the nongovernmental organisation (NGO) community (For example, see the different responses from the Irish Refugee Council, 2015 and NASC Ireland, 2015).

At the time of writing in 2016, therefore, there has been reform of Irish law relating to migration over the period in which the Migration Programme was providing support, although the pace has been slow and the changes not as wide-ranging as some had hoped.

Having introduced, briefly, the legal context, the next section returns to 2004 to describe how the Migration Programme in Ireland came about.

1.3. A Field-Building Approach

Consultation to inform the design of the Migration Programme

Atlantic undertook an extended period of consultation and research in the mid-2000s to design a Migration Programme that could achieve Atlantic's strategic objectives in Ireland. An important aim of this consultation was to identify nongovernmental and other organisations already in existence in Ireland that were supporting migrants and calling for policy change, and to assess their capacity and the scope of their work at the time. Atlantic sought to understand the challenges faced by NGOs in the migration sector in maximising their influence, as well as how the sector might develop and adopt alternative strategies to enable them to exert greater influence over policy development. The consultation also included assessing the barriers to influencing emerging legislation.

The consultation involved commissioning research from the Oxford Centre on Migration, Policy and Society (COMPAS) and conducting visits and exchanges through funder networks, all with the objective of understanding what might be needed to achieve Atlantic's strategic aims.

The consultation found that service provision and advocacy by NGOs related to migration in Ireland was limited in 2001, although beginning to develop in response to the upward trend in migration. The Irish Refugee Council (IRC) was the main organisation in Ireland working on migration-related issues at the time. The Immigrant Council of Ireland

² This is the third of five stages in the process of passing legislation in the Irish Parliament, constituting a detailed examination of legislation (for further information see Irish Parliament, 2016).

(ICI) had been founded in 2001, and focused on addressing the need for more robust legislation on residency, citizenship, access to the country, work permits and integration. The Migrant Rights Centre Ireland (MRCI) also operated at that time and concentrated on providing services to the most vulnerable migrants, supporting workers' rights issues and addressing workplace exploitation.

The consultation— in particular the research undertaken by Oxford University (Spencer, 2006) — also highlighted the following challenges regarding the capacity of civil society organisations in Ireland:

- The existing NGOs did not have enough traction on migrant issues.
- Approaches that had been proven to be ineffective were repeatedly used.
- NGOs were too distant from decision-making processes, not working strategically and were focussed on problems rather than solutions.
- NGOs were thinly spread and sometimes divided among themselves.
- There was a need to connect the local, national and international dimensions of issues relating to migration.

This research recommended that NGOs direct their resources and focus on a smaller number of issues, develop attainable objectives, concentrate on areas in which there were strong arguments for change and develop relationships with policymakers in which there could be a candid exchange of views. The research found that existing research and evidence was not authoritative enough and was sometimes conflicting. A robust evidence base about migration policy was needed as a basis to develop the capacity of NGOs (Spencer, 2006).

The strategic field-building approach of the Migration Programme

Based on the findings from the consultation, Atlantic decided that migration was an area in which its grantmaking could add value in Ireland. In particular, Atlantic believed that it could add value by providing strategic grants to organisations helping migrants to access justice and services through taking a field-building approach.

Trying to influence a specific, large-scale policy issue such as migration by catalysing and sustaining systemic change can contribute to building an entire field of capability and the generation of new knowledge. Mark Kramer wrote in his essay 'Catalytic Philanthropy', that creating systemic change depends on a *'sustained campaign to increase the capacity and coordination of an entire field, together with greater public awareness and ... stronger government policies'*. Field building from this perspective is *'a product of foundations' search for solutions to social challenges. Foundations have both helped stimulate work in new fields and supported existing fields'*.

In essence, philanthropists and other funding organisations can engage in building and supporting a field by coordinating the efforts of a range of diverse actors pursuing a common goal over an extended period of time, while at the same time combining a set of strategies targeting a variety of dimensions of the field and the problem at hand (Petrovich, 2013).

A potentially helpful analogy is that the field-building approach attempts to weave a fabric of civil society organisations that, taken together, builds in a real capacity and strength across the policy landscape that stems from being broad and interlinked with other organisations. This might be contrasted to other grant-giving approaches that lay individual threads by supporting one-off projects or single organisations that are able to cover particular issues, but that leave gaps and may not benefit from being part of a more cohesive and larger structure.

Atlantic's grantmaking from 2004 to 2014 in the migration field in the Republic of Ireland represented an effort to strategically build a field for achieving systematic and societal change that improved access to justice and services for migrants in Ireland.

The key features of Atlantic's field-building approach were:

- Providing long-term, multi-annual core funding to its grantees
- Building capacity and advocacy capability
- Funding collaborative and complementary efforts between and across organisations
- Building an evidence base

Atlantic's approach included a requirement that most grantee organisations specify (at the outset of the grant) the outcomes they hoped to achieve, and to report back on these. It was also expected that grantees would commission external evaluations so that they could learn from their work, build capabilities in working with outside evaluators and make adjustments as needed. Funds for evaluation and monitoring were built into the grants.

Atlantic is a limited-life foundation that will spend down all its assets by 2020. Atlantic hoped that the legacy of the Migration Programme would be a strong and capable set of civil society actors operating in Ireland with a common objective of improving the lives of migrants.

1.4. External evaluation of the Migration Programme

In 2012 Atlantic commissioned an independent and external evaluation of the Migration Programme to address the following questions:

- What were the outcomes and impacts of the programme?
- Was the strategic field-building approach appropriate and effective?
- What are the prospects for the future and the sustainability of the work?
- What can be learned from the work undertaken as part of the Migration Programme?

Of the 18 organisations funded under the Migration Programme, 14 were taken into account for the purpose of this evaluation. Those not included received only small grants for a short period of time.

Approach to the evaluation

In order to address the research questions set out above, the evaluation collected information about the work of each of the grantees and then conducted a cross-cutting analysis, synthesising and aggregating findings in order to identify the outcomes and impacts, learning and effects at the programme level.

Data collection methods

A number of methods were used to collect data to inform the evaluation, combining different perspectives and complementary types of information. Insights from these different sources were combined, compared and contrasted to ensure evaluation findings were informed by a range of types of evidence.

These are fully described in Appendix A: Research Methodology and summarised here:

- **Bi-annual review of documentation to map the activities, outcomes and impacts of each grant.** The main source of data for the evaluation was documentation produced by and about each of the funded projects. This included research reports, publications, advocacy materials, grantees' own evaluations and progress/final reports that grantees prepared for Atlantic. An inventory of documents was created and was kept up to date during the evaluation. All these documents were reviewed to identify evidence of grantees' impacts and effects on migration policy, practice and on the lives of migrants.
- **Interviews with grantees.** These were undertaken with 13 of Atlantic's current and former grantees in 2013 and with 12 of these again in 2014. Grantees were asked about what they thought were their key areas of impact, how these were achieved and how they affected the lives of migrants.
- **Interviews with 10 EU and seven domestic stakeholders.** The purpose of these discussions was to gather expert views on the context in which the grantees were operating and to gain insight into the perceived impact of grantees' work.
- **A workshop held in Dublin in October 2014.** Atlantic grantees and representatives from the foundation participated. The purpose of the workshop was to encourage each organisation to showcase a particular policy impact that they had achieved and share learning about how those impacts were achieved. The workshop also provided an opportunity to elicit views about the overall impact of Atlantic's Migration Programme funding, and to reflect on Atlantic's field-building objectives.
- **A brief literature review.** This was undertaken at the start of the project to provide a core understanding of the policy context within which the grantees were delivering their work.

The evaluation methodology has some limitations, and these should be borne in mind when interpreting the findings in this report.

- **The evaluation primarily relies on grantees' own evaluation, impact measurement and statements about the success of their work.** This was considered the best approach to address the evaluation questions within available

resources. However, it means that the evaluation largely depends upon the ability of grantees to monitor their potential outcomes and impacts and to do so impartially (some grantees commissioned their own external evaluations and the outputs from these were used as information sources in the programme-level evaluation). To address this limitation, the research team followed up with grantees to gather additional evidence to support any assertions of impact. Overall, grantees were able to provide evidence of their contributions to policy and practice changes — although they found this challenging. Interviews with stakeholders also provided an external reference point and an opportunity to validate the impacts claimed by grantees.

- **There was no counterfactual against which to measure the impact of grantees and the Atlantic Migration Programme.** In other words, it was not possible to know what would have happened if Atlantic had not been funding in the area. This is made particularly challenging in the context of migration, where policy and practice change is achieved as a result of multiple factors (political will, public opinion, economic conditions, etc.). Therefore, the evaluation aimed to identify the ‘contribution’ made by grantees, rather than looking to ‘attribute’ changes solely to the work of grantees — the difference between these is described in Box 1.2.
- **The impacts of policy and practice change on the lives of migrants takes time to filter through, and might not be captured within the time period of the evaluation.** The research team was aware that even when changes to policy and practice were achieved, effects on the daily lives of migrants might not follow for months or even years. The evaluation had realistic expectations about the extent to which the Migration Programme might achieve wide-scale impacts for migrants within the time period that the evaluation focussed on.

Box 1.2: Contribution and attribution in the evaluation

The evaluation was not seeking proof that a grantee or Atlantic’s Migration Programme was the only cause of a change in policy or practice. Rather the aim was to look for contributions to:

Provide evidence and a line of reasoning from which we can draw a plausible conclusion that, within some level of confidence, the program [in this case funding of grantees by Atlantic] has made an important contribution to the documented results (Better Evaluation, 2016).

The evaluation recognised that policy changes are frequently the result of a number of pressures and other external factors. Advocacy by civil society organisations supported by Atlantic is one source of pressure for change, but this might have to coincide with, for example, political will, favourable public opinion or domestic or European court rulings in order to result in policy change. All of the impacts described in the report are supported by some evidence provided by grantees that their activities made a contribution.

2. The Activities of Grantees Funded by the Migration Programme

As explained above, Atlantic's grantmaking from 2004 to 2014 in the migration field in the Republic of Ireland represented an effort to strategically build a field for achieving systematic and societal change to improve access to justice and services for migrants in Ireland. The Atlantic approach involved providing long-term, multi-annual core funding to its grantees. This chapter introduces the organisations supported by the Migration Programme (Section 2.1) and their main activities (Section 2.2).

2.1. Grants provided under the Migration Programme





The Migration Programme provided 46 grants to 18 organisations (or joint initiatives involving multiple organisations), spending approximately \$40 million over 10 years. Tables 2.1 and 2.2 provide details on 14 of those organisations that received grants from Atlantic between 2004 and 2014.

Table 2.1 Profile of Atlantic grantees — European level

| | |
|---|--|
| <p>1. European Council on Refugees and Exiles (ECRE)</p>  | <p>European Council on Refugees and Exiles is a pan-European alliance of 85 NGOs advocating for the protection of the rights of refugees, asylum-seekers and displaced persons. Its mission is 'to promote the establishment of fair and humane European asylum policies and practices in accordance with international human rights law'.</p> <p><i>Based in Brussels, funding period 2005-15</i></p> |
| <p>2. European Programme for Integration and Migration (EPIM)</p>  | <p>European Programme for Integration and Migration is an initiative of 13 European foundations, which aims to support vulnerable and undocumented migrants and asylum-seekers through their work with civil society organisations. It engages with these organisations through grantmaking, capacity building and networking.</p> <p><i>Based in Brussels, funding period 2008-15</i></p> |
| <p>3. Migration Policy Group (MPG)</p>  | <p>Migration Policy Group is an independent nonprofit organisation providing strategic thinking and undertaking research on topics including equality and mobility. Its mission is 'to see open and inclusive societies in which all members — those with and without an immigrant background — have equal rights, responsibilities and opportunities and a commitment to contribute to the economic, social, cultural and civic life of our diverse societies'.</p> <p><i>Based in Brussels, funding period 2007-15</i></p> |

Table 2.2 Profile of Atlantic grantees — national level

| | |
|--|---|
| <p>4. AkiDwA</p>  | <p>Akina Dada wa Africa (AkiDwA) works on specific issues faced by migrant women in the areas of gender-based violence, discrimination and employment. AkiDwA undertakes advocacy and policy work, as well as individual and organisational capacity building in order to achieve its objectives.</p> <p><i>Based in Dublin, funding period 2007-12</i></p> |
| <p>5. Coalition Against the Deportation of Irish Children (CADIC)</p> | <p>Coalition Against the Deportation of Irish Children was a coalition of Irish NGOs in the migrant sector that campaigned for a transparent and fair residency renewal and family reunification process for immigrant parents of Irish born children. The main coalition work ended in 2007 with legal work ongoing until 2008.</p> <p><i>Project now completed, funding period 2005-08</i></p> |
| <p>6. Centre on Migration, Policy & Society (COMPAS)</p>  | <p>Centre on Migration, Policy & Society's mission is 'to conduct high-quality research in order to develop theory and knowledge, inform policymaking and public debate, and engage users of research within the field of migration'. Its research is focussed on deepening the understanding of the relationship between migration and societal change.</p> <p><i>Based at the University of Oxford, United Kingdom, funding period 2004-08</i></p> |
| <p>7. Doras Luimní</p>  | <p>Doras Luimní is an organisation run primarily by volunteers. It works with migrants in the Limerick area, and focuses primarily on direct support services, campaigning and integration planning. Its mission is 'to promote and uphold the human rights and wellbeing of migrants through personal advocacy, integration development and collaborative advocacy campaigns at the local and national level'.</p> <p><i>Based in Limerick, funding period 2007-14</i></p> |
| <p>8. Forum on Migration and Communications (FOMACS)</p>  | <p>Forum on Migration and Communications worked on 'strengthening the voices of migrants and NGOs in the migrant sector by using collaboration, creative arts, digital media and storytelling as catalysts for social change, advocacy and educational transformation'. FOMACS's organisational successor is called Counterpoint Arts. Based in London this organisation hosts FOMACS legacy of projects on its website.</p> <p><i>Based in Dublin, project now completed, funding period 2006-11</i></p> |
| <p>9. Immigrant Council of Ireland (ICI)</p>  | <p>Immigrant Council of Ireland (ICI) is a nonprofit independent law centre and an information and referral service. It also works as an advocate addressing commentators, academics and lawmakers. ICI uses a legal-advocacy approach for securing improved rights and protections for Irish citizens, migrants and their families.</p> <p><i>Based in Dublin, funding period 2005-17</i></p> |
| <p>10. The Integration Centre (TIC)</p>  | <p>The Integration Centre (TIC) focused on the integration and inclusion of migrants. TIC did so by developing and implementing integration plans at the local and national level, monitoring the level of integration and providing an information and advice service for migrants.</p> <p><i>Previously based in Dublin, now integrated with the Immigrant Council of Ireland and the Irish Immigrant Support Centre, funding period 2010-14</i></p> |

| | |
|--|--|
| <p>11. Irish Immigrant Support Centre (NASC)</p>  | <p>Irish Immigrant Support Centre works and advocates for an integrated society based on the principles of human rights, social justice and equality. It supports migrants in the area of family reunification and campaigns for wider changes to the migration system at the national level.</p> <p><i>Based in Cork, funding period 2006-14</i></p> |
| <p>12. Irish Refugee Council (IRC)</p>  | <p>Irish Refugee Council works primarily with and for refugees in Ireland. Its focus areas are 'delivering high quality legal support to asylum-seekers; supporting and protecting children and young people in the immigration system; public awareness; and capacity building among key players in the asylum system in order to bring about change to practice and policy'.</p> <p><i>Based in Dublin, funding period 2006-17</i></p> |
| <p>13. Irish Society for the Prevention of Cruelty to Children (ISPCC)</p>  | <p>Irish Society for the Prevention of Cruelty to Children is an Irish charity that advocates for children's rights and provides services for children in need.</p> <p><i>Domestic level, based in Dublin. Funding period 2007-09</i></p> |
| <p>14. Migrant Rights Centre Ireland (MRCI)</p>  | <p>Migrant Rights Centre Ireland is a campaign and advocacy organisation that primarily bases its social justice and advocacy efforts within community work. Its main aim is to advance the rights of migrant workers and their families.</p> <p><i>Based in Dublin, funding period 2005-14</i></p> |

2.2. What the organisations did — a complementary cluster of grantees

This section summarises the activities undertaken by the organisations supported by Atlantic. This does not provide an exhaustive list of all the grantees' work, but rather an overview of the main types of activities through which they aimed to achieve the outcomes and impacts of the Migration Programme. (See Appendix B for the logic model of the Migration Programme.)

All of the domestic organisations supported by the Migration Programme provided information, advice and advocacy services to individual migrants. However, the grantees each had a particular area of focus, and there were differences in the scope and nature of the organisations' work. This meant, as a group, they covered a range of topics at different levels (local and national) and used different approaches:

- Out of the 14 organisations included in the evaluation, three operated at the EU level and were based in Brussels and 11 operated at a national level (10 in Ireland and one based in the United Kingdom).
- Some specialised in legal support and representation, such as the Irish Refugee Council (IRC) and the Immigrant Council of Ireland (ICI).

- Some had particular focus on specific issues, such as Akina Dada wa Africa (AkiDwA) on female genital mutilation and Migrant Rights Centre Ireland (MRCI) on workers' protection rights.
- Some organisations focused regionally (for example, Doras Luimní) and others at the national level (for example, the Irish Immigrant Support Centre (NASC) and The Integration Centre (TIC)).

It was hoped by Atlantic that the grantees would collaborate and work together on campaigns and issues.

Service delivery to support migrants — information, advice and advocacy

Atlantic focused on supporting advocacy but all almost organisations provided some services directly to migrants (this was seen as an essential basis for advocacy). MRCI, ICI, IRC and NASC, for example, provided a range of legal advice services. MRCI providing specialist information and case work support in its drop-in centre to between 5,000 and 7,000 migrant workers per year. More than 5,500 migrant and Irish workers contacted ICI's telephone helpline in 2013.

Advocacy for change using a range of approaches

In both the European and domestic contexts, all core grants made by Atlantic had a focus on advocacy aimed at policy and systemic change around improving access to services and justice for migrants (at the European, national, regional or local level).

Legal approaches to advocacy

Many of Atlantic's grantees aimed to change policy and practice by challenging the law, or its application, in individual cases by taking cases to court. This was intended both to help the individuals involved in the case, and to achieve better outcomes for other migrants in similar situations to whom precedents set in these cases might apply.

Some grantees used strategic litigation within their legal advocacy approach. This is the selective pursuit of legal action to challenge the legality of a particular policy or practice. The outcomes of strategic litigation cases have implications beyond the parties directly involved in the case. Successful, strategic high-profile cases can set legal precedents in the higher courts, triggering policy reforms and can publicly expose injustice — thereby affecting a much wider group of people.

Community-based approaches to advocacy

Some grantees aimed to involve migrants in their advocacy work. For example, MRCI developed and supported migrant-led campaign groups.

Insider and outsider strategies: Building relationships with policymakers to support policy and practice change

A number of grantees worked to build closer relationships with politicians, senior administrative staff or committees on European, national and local levels in order to advise, provide information and thereby influence policy decisions. For example, TIC

developed links with all registered and represented political parties in the Dáil as part of their advocacy to improve the inclusion of migrants in the political process. At the European level, the European Parliament named the European Council on Refugees and Exiles among a list of experts in the field of asylum, and the organisation was invited several times by the European Commission to provide technical input to proposals.

These approaches can be seen as forms of ‘insider’ advocacy, in contrast to the ‘outsider’ approaches of strategic litigation or community empowerment. Such approaches aim to effect change from within, through engagement with official bodies and participation in formalised working relationships. Such an approach can potentially provide greater leverage with decision-makers.

Development of an evidence base and providing information to inform policy and decision-making and wider public debate

Debates around migration are sometimes not informed by the best available information and are prone to misconceptions about migration levels and trends and a lack of knowledge about the experiences of migrants. It was an important part of the work of several of the organisations to develop credible information to inform policy, decision-making and improve public awareness. This work included the following activities:

- **Collecting statistics about the prevalence of a particular problem or issue.** For example, during debates in the Seanad and Dáil, legislators cited AkiDwA’s estimates of the number of women living in Ireland who have experienced female genital mutilation.
- **Collecting information about policy across a number of countries.** For example, the Migration Policy Group operated the Migrant Integration Policy Index (MIPEX), an online tool and reference guide that assesses and compares integration policies in 31 countries in Europe and North America.
- **Providing information about the day-to-day experiences and challenges faced by migrants.** Organisations that have contact with migrants and their families — as many of Atlantic’s grantees did — have a unique understanding of the challenges and barriers these individuals face, and the changes to national law and practice that could improve their situation. Some grantees built databases of their casework, recording information systematically so that it was more readily able to be used to inform advocacy activities.

Media engagement, public debate and awareness

Seeking publicity for their advocacy messages was a vital element of the activities undertaken by Migration Programme grantees. This included responding to requests for information from the media as well as proactively working with journalists and others to generate news stories as part of media campaigns. Grantees arranged events aimed at the public, politicians, practitioners and others. Several were supported in their work with the media by the Forum on Migration and Communications (which was also a grantee) in order to develop clear narratives and distinct messages.

Having described the Migration Programme and the organisations it supported, the following chapters present the findings of the evaluation. Chapter 3 and 4 look at the achievements of the individual grantee organisations and Chapter 5 examines the extent to which the field-building objectives of the programme were realised and added value.

3. What the Field Accomplished: Policy and Practice Advances

The vision for the Migration Programme was to transform how immigrants seeking work, asylum and refuge are treated by changing policy and practice in Ireland. This chapter describes the ways in which Atlantic grantees, and therefore the programme as a whole, contributed to such changes.

This chapter is organised thematically, looking at the impacts on six policy domains within Ireland (Sections 3.1 through 3.6) as well as a review of European-level impacts (Section 3.7).

Key findings

- As a result of grantees' advocacy activities, there were tangible policy changes, changes in the law and its application in Ireland and to changes in practice. A majority of grantees could show accomplishments related to strategic shifts in policy, such as changing the way in which the law is applied or the way that administrative decisions are taken by public bodies.
- These changes affected a number of groups (EU migrants, undocumented migrants, asylum-seekers and refugees) and were realised in a range of policy domains (including employment and workers' rights, health, education, rights to residency and broader integration policy).
- A number of these changes resulted from collaborative efforts between the organisations supported by Atlantic.
- Strategic litigation, which involves pursuing cases in the higher courts whose outcomes could set a precedent for other cases or result in changes to the law, led to a number of policy and legal changes at a national level.
- Changes to the Irish system of Direct Provision were not secured within the period covered by the evaluation and the full provisions of the Immigration Residence and Protection Bill were not passed into law as part of the International Protection Act 2015, but grantees could demonstrate ways in which they had participated in the debates in these areas and contributed to the momentum for change.

3.1. Rights to reside and remain in Ireland and to family reunification

Primarily through legal advocacy, organisations supported by the Migration Programme contributed to a number of changes to policy and practice in these areas, which led to direct benefits for individual migrants.

For example, through taking individual cases in the Irish courts and strategic litigation, the Irish Immigrant Support Centre (NASC) contributed to changes in residency regulations on the status of victims of domestic violence. Similarly, the Immigrant Council of Ireland (ICI) was particularly active in relation to family reunification (the right of a migrant or refugee to bring her or her family to live in Ireland), contributing to a number of policy and

practice changes as a result of their legal approaches to advocacy. For example:

- ICI's submissions to the Irish Law Reform Commission (Law Reform Commission, 2007) led to the inclusion of the key issues of citizenship and family reunification in the commission's report.
- ICI supported a High Court case³ that led to the recognition of the right to family reunification for international students with children who were born in Ireland and wish to return to Ireland after temporary absences.

Examples of ICI's impacts relating to rights to residence are described in Box 3.1. To complement their legal advocacy, ICI's approach placed emphasis on gathering evidence to inform legal challenges and broader policy change. This is explored further in Section 4.2.

Box 3.1: Strategic litigation by the Immigrant Council of Ireland leading to policy change in relation to rights to residence

- Two strategic test cases taken by ICI contributed to the government's decision to improve residence permits for spouses of EU nationals.⁴
- Due to cases that ICI took to the Irish High Court (and other related cases), the European Court of Justice ruled in 2008⁵ that the imposition of new criteria by the Irish Government when implementing the Free Movement of Persons Regulations 2006 were contrary to EU law. As a result, Irish regulations were reformed and cases in which residency had previously been refused were reviewed, resulting in the majority of applicants receiving residency status (Cambridge Policy Consultants, 2012).
- Following advocacy efforts by ICI, in 2013 the Irish Naturalisation and Immigration Service introduced a policy that allowed international students who had spent more than seven years studying in Ireland to apply for an extension of their status in the state and to access the labour market.
- ICI successfully challenged the Irish Government's policy of refusing residence permits to international students whose children were attending public schools. A decision by the Irish High Court required the government to phase the implementation of changes and clarify the administrative processes. Students who had become undocumented as a result of this policy were reregistered and had their immigration status renewed, which allowed them to complete their studies and return to part-time work.⁶ This case is further described in Case Study No. 1, *Making use of legal and community-based approaches to advocacy*.

Achievements in relation to migrants' rights to remain in Ireland⁷ were also evidenced by other grantees. Irish Refugee Council (IRC) was one organisation advocating for a 'quiet amnesty' for people waiting for leave to remain before the planned Immigration Residence and Protection Bill came into effect. IRC estimated that the number of people

3 *Wang (a minor) & Anor v Minister for Justice and Law Reform* (MJLR), [2012] IEHC 311.

4 *Rakkamsue v Minister for Justice Equality and Law Reform* (MJELR) and *Malek v MJELR*.

5 Judgment of the Court (Grand Chamber) of 25 July 2008. *Blaise Baheten Metock and Others v Minister for Justice, Equality and Law Reform*. (Case C-127/08). European Court Reports 2008 I-06241. <http://eur-lex.europa.eu/legal-content/EN/NOT/?uri=CELEX:62008CJ0127> Accessed 16 March 2016

6 *Britton v Minister for Justice, Equality and Law Reform*.

7 Nationals of countries from outside the European Economic Area who wish to remain in Ireland for longer than three months need Permission to Remain. This is a statement of the conditions on which a person is permitted to remain in Ireland, and the duration of permission (Irish Naturalisation and Immigration Service, 2016).

granted leave increased from less than 1,000 between 2000 and 2006, to more than 3,000 in the subsequent two and a half years. MRCI was involved in lobbying and advocacy efforts to create the 'Bridging Visa' scheme allowing undocumented migrant workers to apply for temporary residency permit. The Coalition Against the Deportation of Irish Children (CADIC) campaigned for the rights of Irish children's families, through the introduction of the Irish Born Child Scheme in 2005. The story of the formation of CADIC and its impact on the law in Ireland is described in Box 3.2. Significantly, CADIC is an example of how those organisations supported by the Migration Programme collaborated in order to contribute to changes in policy.

Box 3.2: The story of the Coalition Against the Deportation of Irish Children and the Irish Born Child Scheme

Since 1921, anyone born on the island of Ireland automatically had the right to Irish citizenship. Court judgements had supported a common practice whereby foreign national parents were normally granted permission to live and work in Ireland on the basis of their parentage of an Irish citizen. However, in 2003 a judgement of the Irish Supreme Court held that the parents of an Irish citizen child did not have any automatic residency rights in Ireland.

Following this decision, the Irish Government announced that no further applications for residency would be accepted on the basis of parentage of an Irish citizen child. The Department of Justice, Equality and Law Reform issued letters to applicants in the system at the time (February 2003) informing them that their cases would be considered on an individual basis and in the context of deportation procedures. This applied to 11,493 cases, 10,497 of which had no other legal basis upon which to remain in Ireland.

CADIC was formed in 2003 to provide a coordinated approach to advocating against this policy across civil society organisations in Ireland and to provide coordinated support to those affected by the change.

In 2004 a referendum was held in Ireland on a change to the constitution to remove the right of children born in Ireland to have Irish citizenship. The proposed change was passed by just under 80% of voters, and in 2005 this change was made into law.

CADIC had been undertaking advocacy and campaigning throughout the referendum, and continued afterwards. An evaluation in 2009 found that CADIC made a significant contribution to the creation in 2005 of an administrative procedure that directly changed the lives of thousands of individuals. Under this procedure non-Irish parents of children born in Ireland before January 2005 could apply for residency. The Irish Born Child 2005 scheme operated between 15th January and 31st March of that year and granted two years' residency to successful applicants providing they continued to reside in Ireland with their Irish citizen child and made efforts to become economically viable through employment, education or training. A total of 16,993 parents were granted leave to remain in Ireland under the scheme and 1,224 were refused.

In its second grant period, CADIC was successful in achieving several process improvements developing a constructive working relationships with the Irish Born Child Unit, and contribution to a decision by the unit to amend an acknowledgment letter so that it included information about additional rights.

Source: CADIC (2009)

3.2. Employment and workers' rights

Migrant Rights Centre Ireland (MRCI) made a number of tangible contributions to changes in policy and practice in relation to migrants' access to the labour market. These resulted from advocacy campaigns — many of which involved migrants themselves — led by MRCI. Some examples of changes made to law, policy and practice illustrate the range of stakeholders with whom MRCI engaged during their grant from Atlantic.

- MRCI contributed to two important announcements from the National Employment Rights Authority: that the authority would commence inspections of working conditions in private homes and that they would recognise au-pairs as workers. The latter ‘policy ask’ was part of a MRCI campaign highlighting the exploitation of au-pairs.
- MRCI also showed a number of achievements in relation to work and residence permits. For example, they conducted a campaign that resulted in a government agreement to provide residency permits enabling unrestricted access to labour markets for migrant workers who have been resident for five years. MRCI also undertook advocacy to improve the coordination of activities by the Irish Naturalisation and Immigration Service (INIS) and the Department of Employment and Jobs, resulting in better outcomes for work permit applicants. In addition, MRCI secured provisions in the Employment Permit (Amendment) Act 2014 establishing work permits for care workers in exceptional circumstances. MRCI had been campaigning in relation to carers’ rights for more than 10 years.
- The Employment Permit (Amendment) Act 2014 included other policy changes for which MRCI had advocated, including access to legal redress in civil courts for undocumented migrants and placing the undocumented workers’ scheme on a statutory footing (the scheme provides for the regularisation of migrant workers who have become undocumented for reasons beyond their control).
- MRCI increased access to education for children of work permit-holders through their Migrant Education Access campaign, which contributed to a policy change that allowed students who have secured Irish citizenship to reverse their fee status for third-level education. Previously, student children of migrant workers were charged international fees (about €6,000 to €21,000) and could only be eligible to pay the lower national fees when they received citizenship.
- MRCI undertook a campaign in coordination with Irish trade unions against cuts to the national minimum wage, which contributed to a government decision in 2011 to reverse reductions made by the previous administration.

Migrants were directly involved in many of the campaigns led by MRCI that resulted in these changes. The community-based approach, central to MRCI’s work, is described in Case Study No. 1, *Making use of legal and community-based approaches to advocacy* and is suggested as a promising practice in Section 6.3.

Box 3.3: The impact of a Migrant Rights Centre Ireland campaign on work permits in Ireland

In 2009, an MRCI campaign against a government decision to change the work permit system for migrants contributed to policy changes.

The organisation mobilised migrant workers across the country and involved the media, trade unions, churches and businesses. According to MRCI, public pressure generated by their campaign was linked to the decision by the Employment Permits Section of Department of Enterprise, Trade and Employment to reverse changes made earlier in the year, and remove a labour market needs test for current and future work permit holders who had been made redundant (Migrant Rights Council Ireland, 2009). The result was that thousands of migrant workers and their families were able to stay in Ireland.

Furthermore, a Bridging Visa process, allowing undocumented migrant workers to apply for temporary residency permits, was introduced simultaneously. This type of visa had been promoted for a number of years by MRCI.

An important factor contributing to the success of the campaign, according to MRCI, was the mobilisation of migrants who went to local politicians and tell their stories. This encouraged politicians, in turn, to write to their minister questioning the reasoning behind the initial decision to restrict the work permit system.

In addition to achievements from their advocacy campaigns, MRCI could evidence direct impacts on the lives of individual migrants through their casework and advice. Between March 2006 and March 2008, migrant workers received settlements and awards of more than €1 million with MRCI's help. For example, in 2013 MRCI supported a group of migrant workers with a successful campaign to legally wind up a company (i.e., sell off its assets) so that the workers could access an insolvency fund to receive wages of more than €100,000. Box 3.4 briefly describes a successful court case taken by MRCI.

Box 3.4: The case of Muhammed Younnis

MRCI supported the case of Muhammed Younnis, a victim of trafficking for forced labour, in the Irish courts. This resulted in a judgment in which the court identified gaps in legislation that should be addressed by the government. Younnis and MRCI were awarded the European SOLIDAR Silver Rose Award, which recognizes individuals and organisations that contributed greatly to social justice and solidarity globally.

Other grantees also evidenced achievements in the field of employment. For example, a Start-Up Migrant Entrepreneur Programme was announced by the Irish Government in 2012, following the call by The Integration Centre (TIC) to replace the Business Permission Scheme with a more liberal regime. The aim of the programme is to 'enable non-EEA (European Economic Area) nationals and their families who commit to a high potential start up business in Ireland to acquire a secure residency status in Ireland' (Irish Naturalisation and Immigration Service, 2012b, p. 1).

3.3. Provision of legal advice to migrants

Extending the provision of early legal advice to migrants in Ireland was a particular focus for a number of organisations but was a particular focus for the Irish Refugee Council (IRC). One of the aims of its grant from Atlantic was to develop experience and evidence about how to effectively deliver early legal advice — in order to build a model that could be rolled-out more widely.

IRC trialled an approach to providing legal services to individuals seeking international protection. As part of the initiative, legal representation was provided to 92 people seeking such protection in Ireland. Of these 46 represented were granted status at first instance and 25 refused. Additionally, the initiative provided early legal advice to some 95 other people. IRC described how implementation of this initiative overcame lack of official cooperation, eventually (although this was a lengthy process) gaining support for early legal representation of asylum applicants from the Refugee Applications Commissioner and the Irish Naturalisation and Immigration Service. The small size of this initiative was seen as a strength. This allowed the service to operate as a pilot, with flexibility to learn and adapt, and to build up working methods and expertise on each case. In addition to providing services to individuals, the initiative developed an evidence base on the value of early legal intervention as an essential component of a reformed asylum system in Ireland. As part of the initiative, IRC forged what they described as a 'ground-breaking' *pro bono* partnership with law firm A&L Goodbody through the Public Interest Law Alliance.

The Irish Immigrant Support Centre (NASC) was also active in this area. It mainstreamed an information and advice provision service for migrants in the Cork area using regular training sessions for local staff at Citizens Information Centres (CIC) in areas with high migrant populations, and encouraging the local migrant community to seek out information at CICs. NASC helped establish a system for referrals to more specialised services involving a number of statutory and non-statutory agencies, as well as a helpline available for agencies to answer specific queries.

3.4. The system of Direct Provision and the Immigration, Residence and Protection bills

As mentioned in Section 1.2, attempts to secure new legislation to govern all aspects of the migration and asylum systems in Ireland have been ongoing since 2007, with a number of drafts of the Immigration, Residence and Protection Bill failing to pass into law. Alongside this, there has been ongoing criticism of the Direct Provision system. The logic model for the Migration Programme referred specifically to 'a new Immigration, Residence and Protection Bill including a single protection procedure and independent appeals and complaints mechanisms' and to 'improved conditions in Direct Provision Centres' (see Appendix B: Programme Logic Model).

The slow pace of change in relation to these two issues was a source of frustration to grantees during the course of the programme. The lack of an overarching legislative framework for migration regulation was seen as a fundamental barrier to progress domestically by grantees. One grantee noted that it was 'disheartening' that the Immigration, Residence and Protection Bill had not been prioritised over the period of the Migration Programme. Another said that the ongoing discussions around the bills meant that policymakers were able to respond to grantees' queries by indicating that issues raised would be addressed in the bill, which was perceived to be a tactic for avoiding or postponing a substantive response.

There was some verification of these grantee' views; the external, domestic stakeholders interviewed in 2013 noted that the delay in implementing proposed legislation showed

that there were still difficulties in making migration policy in Ireland — and one questioned the strength of the political appetite for making policy change. However, one grantee argued that the potential effects of the Immigration, Residence and Protection (IRP) Bill may be overestimated. This grantee said, *‘expecting that the bill alone will deliver change was a bit naïve’*. Another interviewee believed that although the lack of a clear legislative context was difficult, the opportunity to engage with policymakers and legislators throughout the negotiations and wider discussions about the bill was in itself a positive.

As mentioned in Chapter 1, in late 2015 an International Protection Act was made into law. This occurred outside of the period covered by the evaluation, and was much narrower in scope compared to the IRP bills previously put forward. Even though the final result of the long process of reform is not what all grantees or Atlantic hoped for, grantees made submissions to inform developments and undertook advocacy with key stakeholders across the period. The comments of grantees on earlier drafts of the bill may have contributed to their withdrawal and re-drafting in 2008 and 2010 (Proscio, 2015).

Similarly, although Direct Provision still exists at the time of writing, the Irish Immigrant Support Centre (NASC) and Irish Refugee Council (ICI), through their strong media presence and lobbying, contributed to an announcement by the Irish Government at the end of 2014 of improvements to the Direct Provision system that could significantly reduce the time applicants would have to spend in the system waiting for a decision (introduction of a single procedure). NASC made a written submission to the Minister for Justice which included demands to include asylum-seekers in a working group established by the government to examine improvements to the Direct Provision system, as well as the introduction of the single procedure (Department for Justice and Equality, 2014; NASC Ireland, 2014). The Department for Justice Strategy Statement 2015-17 included commitments to reform Direct Provision (Department for Justice and Equality, 2015). This is another example where a number of Atlantic grantees undertook complementary advocacy activities, and where contributions that pushed the policy debate forward resulted from multi-organisation efforts and collaboration.

3.5. Integration processes for migrants

TIC, Doras Luimní, ICI and NASC all contributed to developments in Ireland related to the better integration of migrants. TIC’s work on local integration planning contributed to a situation where 31 out of 32 local authorities in Ireland had local integration plans — with TIC being involved in the development of 27 plans. Some 19 of these plans involved the development of multi-annual integration plans and TIC was commissioned and contracted by 18 local authorities to develop reports, proposals and plans on integration (e.g., on integration planning, monitoring, cultural assessment).

Box 3.5 describes the outcomes of work by Doras Luimní on local integration planning, which focussed on improving outcomes in education, employment, health and social welfare for migrants living in the Limerick area.

Box 3.5: Doras Luimní's impact on local integration planning

Doras co-chaired the Limerick City and County integration working group which in 2009 produced the first integration plan for Limerick City and Council (Limerick City Council, 2010). A second plan, launched in 2013, (Limerick City Council, 2013) included input from 20 different groups and stakeholders (including local authorities and service providers) and covers solutions for overcoming integration barriers in areas such as education, employment, health and social welfare.

The existence of these plans was considered to have already led to positive results, such as community policing and mainstreaming integration objectives across a range of local statutory agencies. A side effect of having a local integration strategy is that it contributed to Limerick becoming a Council of Europe Intercultural City in the beginning of 2014. According to the city council, the significance of this designation includes an enhanced reputation for Limerick, provision of greater coordination and quality of service provision to migrants and support from the Council of Europe including advice and expert visits (Limerick City Council Website). This could be characterised as a long-term effort for shaping policy change from within the system through close and consensus-driven engagement.

Other important activities include a campaign run by ICI that contributed to the creation of the post of Minister and Office for Integration, and the role of NASC as a founding member of the Cork City Integration Strategy Committee, which helped to develop and monitor the implementation of Cork City Integration Strategy (2008-2011) and planned development of the next phase of the strategy.

3.6. Tackling trafficking, prostitution and violence against women

Across the Migration Programme a number of grantees undertook significant activity in this area, and contributed to a number of changes to law and policy as a result of coordinated, collaborative activities, uniting around common policy goals.

The 'Turn off the Red Light' campaign (see Box 4.1) involved a number of Atlantic's grantees and contributed to the inclusion of anti-trafficking and anti-prostitution elements of the proposed (at the time of writing) Criminal Law Sexual Offences Bill. Also in this field, ICI, working in the Domestic Violence Coalition, contributed to the introduction of protections for migrant victims of domestic violence in 2013. The Irish Naturalisation and Immigration Service published administrative guidelines clarifying the status of migrant victims of domestic violence (Irish Naturalisation and Immigration Service, 2012a).

The achievements of the campaign of Akina Dada wa Africa (AkiDwA) against female genital mutilation in Ireland are particularly notable. A new law was passed in 2012 (see Box 3.6) and based on their recommendation and continued advocacy the first specialised clinic on female genital mutilation was opened in May 2014 by the Irish Family Planning Association and supported by the Health Service Executive. AkiDwA also played a central role in the development of a policy and practice document on sexual and gender-based violence for managers, members of staff and residents of all asylum-seeker accommodation centres in Ireland (Reception and Integration Agency, 2010).⁸

8 For the full policy see Reception and Integration Agency, 2014 and 2016.

Box 3.6: Developing female genital mutilation law to protect women and children

Between 2008 and 2015, AkiDwA campaigned for the creation of a law against female genital mutilation in Ireland. They secured funding from the Irish Health Service Executive and Office for the Promotion of Migrant Integration and the Daphne programme, as well as the grant from Atlantic.

Their approach engaged policymakers in Ireland and secured support from champions, such as Ivana Bacik, TD, and former Irish president Mary Robinson. AkiDwA created a national steering committee involving 18 organisations and women from affected communities.

The campaign involved:

- Extensive consultation with partners in other countries and service providers
- Conducting research, collecting statistics about the prevalence of female genital mutilation and publishing reports and information
- Meetings with those who could influence policy and with experts

The work of AkiDwA played an important contributing role to the passing of a Female Genital Mutilation Act in 2012.

3.7. European-level impacts

This chapter has so far focussed on contributions made by Atlantic's domestic grantees to policy and practice change in Ireland. The Migration Programme also provided funding to three European-level grantees: the European Council on Refugees and Exiles (ECRE), the European Programme for Integration and Migration (EPIM) and the Migration Policy Group (MPG) with the intention of increasing the chances of creating change within Ireland, as well as achieving European-wide impacts. Each of the European organisations supported by Atlantic evidenced contributions to policy and practice, outcomes and impacts.

ECRE reported that one of their greatest areas of impact was in relation to the establishment of a European Asylum Support Office (EASO) and the Asylum, Migration and Integration Fund (AMIF), which are explained in Box 3.7. ECRE's work is further described in Case Study No. 3, *Building links to Brussels to influence national and European migration policy*.

ECRE also made contribution to the development of a Common European Asylum System (CEAS), adopted in 2013, which determines how asylum is granted to people fleeing persecution or serious harm in their own country. Part of CEAS — the Qualification Directive — reflects ECRE's recommendations on issues such as better guarantees for children.

Box 3.7: Influencing the Asylum, Migration and Integration Fund and the European Asylum Support Office

The Asylum, Migration and Integration Fund (AMIF) is an EU fund, established in 2014, that supports activities in the field of asylum, migration and integration. It has a budget of €3.1 billion (2014-2020). ECRE undertook advocacy to ensure that the AMIF better targeted the needs of refugees and asylum-seekers and addressed challenges faced by nongovernmental organisations (NGOs) receiving European Union (EU) funding for asylum/migration activities.

In order to undertake this advocacy, ECRE worked with Brussels-based networks, NGOs and the United Nations High Commissioner for Refugees. ECRE collected information from their national members, prepared papers for the European Commission to inform its decision-making, and were involved at the negotiation stage to suggest amendments to the document agreeing the terms of the AMIF.

ECRE reported that their work contributed to the following features of the AMIF:

- Raising EU co-financing to 75% from 50%
- Expanding the target group for integration activities to include migrants AND refugees
- Including a mandatory 'Partnership Principle' that requires Member States to involve international organisations, NGOs and social partners when preparing, implementing, monitoring and evaluating the AMIF national programmes
- Securing a minimum guarantee of funding for asylum (20%) and integration (20%)
- Including a reference to the possibility to fund-specific activities (e.g., alternatives to detention and independent monitoring of returns)

European Asylum Support Office (EASO) is an agency of the European Union that plays a key role in the development of the Common European Asylum System. It was established with the aim of enhancing practical cooperation on asylum matters and helping Member States fulfil their European and international obligations to give protection to people in need.

ECRE issued several recommendation papers to inform the establishment of EASO, many of which were included in the report by Member of European Parliament Jean Lambert (European Parliament Rapporteur on the EASO).

ECRE is a member of the reference group to the European Asylum Curriculum (coordinated by EASO), which helps build and reinforce quality training material for decision-makers across Europe; ECRE also played a central role in the organisation of the EASO Consultative Forum (27-28 November 2013).

Additionally, ECRE showed contributions to a number of other policy statements and developments at the European level, including the following:

- A number of ECRE's recommendations were reflected in the 2009 Stockholm Programme (which set out the European Union's priorities for the area of justice, freedom and security for the period 2010-14), including an acknowledgement of the importance of ensuring that the EU's border management does not prevent refugees from accessing protection.
- ECRE's advocacy — together with those of its partners — contributed to the adoption of the Joint EU Resettlement Programme in March 2012 (a programme that provides financial incentives to Member States that are resettling refugees).
- ECRE had a number of its positions reflected in the recast Reception Conditions Directive (2011) including a lowering of the period after which asylum-seekers should be granted access to the labour market, an identification mechanism for persons with special needs and provisions relating to the right to appeal detention decisions.

- At a national level, Malta stopped the practice of accommodating migrants in tents in response to pressure by ECRE and its member Pro Asyl, which had sought to raise awareness of reception conditions in the country.

EPIM — itself a funder of civil society actors — supported grantees that influenced policy statements by EU institutions. For example, a statement from the European Parliament on the impact of the economic crisis on access to care for vulnerable groups in 2013 reflected the submission by Médecins du Monde, which is a nongovernmental organisation (NGO) supported by EPIM (European Parliament Committee on Employment and Social Affairs, 2013; Médecins du Monde, 2012). Also in the field of health care, joint work by the European Women's Lobby, the Platform for International Cooperation on Undocumented Migrants and Médecins du Monde on a European Parliament hearing on health inequalities led to a European Parliament resolution in 2010 calling on EU Member States to ensure access to health care for undocumented migrants.

The key achievements of MPG, in particular stemming from its development of the Migrant Integration Policy Index (MIPEX), are discussed in Section 4.2 on the production of evidence and in Case Study No. 3, *Building links to Brussels*.

The self-reported achievements of these European grantees were verified during interviews with external European-level stakeholders. Interviewees were specifically asked to comment on the work of ECRE, EPIM and MPG. Responses indicated that these grantees were tied into relevant European networks. For example, ECRE was said to have strong front-line experience, to be visible within the EU policymaking community, to be good at coordinating Member States and EU lobbying and to have a record of engagement with the European Parliament.

4. What the Field Accomplished: Increased Public Awareness and Understanding of Migrant Issues

Undertaking public campaigns and the development of an ‘evidence base to inform ongoing legislative, policy and practice developments and reform at domestic and EU level’ were key intended outputs from the Migration Programme. The importance of these stems from the underlying assumption that better evidence, and a more informed public, will be enablers for policy and practice changes that will improve the lives of migrants. Public concern about immigration appears to stem from (or often is articulated in terms of) economic concerns such as the availability of jobs.

However, the balance of evidence suggests that migration is good for the economy, contributing to growth (and therefore potentially to the creation of new jobs) and rebalancing dependency ratios as migrants tend to contribute more than they cost the economy (OECD, 2014). Thus, for local populations to accept and support the policy and practice changes that improve the lives of migrants and best enable their integration and contribution, it is important for the wider public to experience and understand the contribution that is made by migrants. Representatives from the Immigrant Council of Ireland (ICI), Irish Immigrant Support Centre (NASC), Irish Refugee Council (IRC) and Doras Luimní all stated that shifting the public debate and changing the focus of discussions on migration-related topics were among their main accomplishments.

One of the grantees funded through the Migration Programme, the Forum on Migration and Communications (FOMACS), was focused specifically on providing communications expertise and worked with other Atlantic grantees to enable them to disseminate and publicise their advocacy work.

Key findings

- Media engagement, public debate and awareness were important elements of all grantees’ work. Several of the European and domestic grants had a component targeted at increasing public understanding of migration topics and changing public opinion.
- FOMACS worked with nongovernmental organisations (NGOs), migrants and others to enable them to communicate effectively in their advocacy work.
- Grantees could show many examples of engaging with the media and the public. The evaluation found that collaboration between grantees and FOMACS resulted in the use of innovative communication formats — for example, using photography and animation.
- Grantees delivered training to lawyers, police detectives, statutory agencies and bodies, health care professionals and migrants themselves to raise awareness of migrant issues.
- It is challenging to evidence whether these communication and media activities translated into improved knowledge or awareness, or into changed views or attitudes. But there was clear evidence that the Migration Programme allowed grantees to reach and engage with a range of target audiences with their information and advocacy messages.

Awareness-raising through delivery of training

One form of awareness-raising through which Atlantic's grantees clearly reached intended audiences was providing training. These efforts were intended to raise awareness and potentially change behaviour in relation to migration issues. Examples of the training delivered by grantees include the following:

- **Training staff in Citizens Information Centres (CICs).** The Immigrant Council of Ireland (ICI) provided training to CIC staff on migration issues, as did part the Irish Immigrant Support Centre (NASC).
- **Training police:** ICI participated in bi-annual national training of Gardaí, delivering a module on human trafficking and representation of victims.
- **Training lawyers:** In collaboration with the Dublin Institute of Technology and law colleges, ICI shaped the development of training courses, built the Strategic Litigation Group and developed a clinic for case and knowledge exchange. At the European level, the European Council on Refugees and Exiles (ECRE) provided legal training to professionals through the European Legal Network on Asylum.
- **Training politicians:** ICI provided training for Teachta Dáil (TD) clinics nationally.
- **Local statutory and community services professionals.** Migrant Rights Centre Ireland (MRCI) delivered seminars and one-on-one support to 300 community workers and 100 organisations from the community sector to share and encourage best models of practice in engaging in community work with migrant workers.
- The Irish Society for the Prevention of Cruelty to Children (ISPCC) presented a parenting programme and toolkit and commissioned Culturewise Ireland to develop and implement a one-day capacity and awareness-raising training, reaching 1,704 individuals (including family and community development professionals, education and health professionals, managers of service providers and students). AkiDwA provided training to more than 3,000 health care professionals to improve their ability to help migrant women who suffered from female genital mutilation.

Awareness-raising through media engagement and coverage

Grantees reported many ways in which they engaged with the media as a route to raising public awareness.

NASC and IRC pointed to evidence of their strong media presence on issues related to Direct Provision, resulting in a series of online articles by *The Irish Times* under the title of 'Lives in Limbo' (*Irish Times*, 2014a), which brought asylum-seekers and refugees together with journalists. As discussed below, it is hard to evidence the impact of such campaigns, but IRC reported that this made an important contribution to the discussion around Direct Provision in Ireland and a shift in public opinion towards the situation of asylum-seekers living in Direct Provision, creating a momentum and appetite for change among decision-makers.

ICI demonstrated how it was able to make use of outputs from its service delivery to inform media campaigns. ICI established a Racist Incidents Support and Referral Service

to respond to experiences of racism. ICI reported that this resulted in increased reporting of incidences through the service and higher media attention on the issue of racism in Ireland — the numbers of incidents were published and compared over time and presented in the national media (*The Irish Times*, 2014b).

The Coalition Against the Deportation of Irish Children held briefings for the media and placed adverts in the press that it believed contributed to positive public perceptions of the issues surrounding granting residence to non-Irish nationals (see Box 3.2).

At the European level, ECRE was involved in a wide range of awareness-raising and dissemination activities, such as holding press conferences, issuing press releases for its publications and reports and issuing weekly bulletins. As evidence of the impact of these activities, ECRE pointed to its engagement with leading influential newspapers and radio stations and the fact that it regularly received requests to contribute to media programmes.

Testing innovative formats for awareness raising

FOMACS supported Atlantic's grantees to develop and use different media formats and to communicate complex policy issues widely to different audiences. For example, a project called 'Educate Together' — which focused on family reunification — was based on experiences and stories of real people but was animated to maintain their anonymity. This project enabled the challenges faced by families to be presented in an easily understood format. As described in more detail in Case Study No. 4, *Communicating advocacy messages about migration*, the animation was later integrated into the mainstream education system via the national curriculum on integration issues. Box 4.1 describes another project led by FOMACS that generated significant attention from the public, media and the government minister. This is another instance where organisations supported by the Migration Programme worked together.

Box 4.1: 'Turn off the Red Light' campaign on the sex trade and human trafficking

In 2010 FOMACS supported the communication work of a public campaign called 'Turn off the Red Light' to combat sex trafficking. Part of the campaign involved a photographic exhibition called 'Not Natasha', which presented images telling the stories of female survivors of trafficking. The exhibition was shown in an empty retail space in a shopping area. This 'shop window' style of communication meant that people passing by could engage with the topic. It attracted international reviews and gained considerable public attention. Images from the exhibition can be found in Case Study No. 4, *Communicating advocacy messages about migration*.

The campaign by a coalition of 70 organisations and coordinated by ICI, contributed to the government's commitment to launch a consultation process on introducing legislation on criminalising the sex trade with the Oireachtas Justice Committee recommending that existing laws on prostitution and human trafficking be changed.

In October 2014 the Minister for Justice and Equality, Frances Fitzgerald, spoke at an EU Anti-Trafficking Day event organised by ICI. During this event, the Minister reiterated support for approaches that criminalise those buying sex. Subsequently, in January 2015, the Minister confirmed that the forthcoming Sexual Offences Bill would criminalise the purchase of sex.

Another example of using new formats was the development by FOMACS of a Learning Lab on identities and social justice, in collaboration with the British Council. A Learning Lab *'provides spaces for people to engage in conversation about issues of migration, the creative arts and social change'* (British Council, 2016). The discussions can involve roundtables, extended workshops and online engagement. This is an example of institutionalising a forum for increased exchange of ideas, information, research and best practices. The Learning Lab provided opportunities for users to link up with national and international partners, which also fed into wider debates on migration issues.

An evaluation of FOMACS (Perold, 2009) found that the organisation had added value to the work of grantees which, as a result of their work with FOMACS, had *'become more knowledgeable about the power of documentary, animation, radio and digital storytelling ... [had] acquired a media literacy that include[d] a deeper understanding of message creation, representation and the use of language'*. The evaluation commissioned by FOMACS also found that the organisation promoted cooperation between NGOs (based in Ireland and abroad), strengthened organisational capacity, strengthened the evidence base of NGOs and contributed to strategy development.

FOMACS itself evolved during the Migration Programme. Leaders of the project described how they moved from a fixed partnership structure to working in a more flexible way around projects, using a network of creative teams. This adapted working approach led to the development of Pivotal Arts (the successor to FOMACS), as well as Counterpoints Arts London, which is a creative hub that emerged out of joint work between the Partnership for Arts and Refugees.

5. What the Field Accomplished: Development of an Evidence Base

The evaluation looked at the extent to which the Migration Programme had contributed to the evidence base on migration available to policymakers and advocacy organisations. The term evidence is used to refer to a wide spectrum of information, data, statistics, and stories produced by Atlantic's grantees. This section looks at three forms that this took: developing evidence from service delivery; conducting and disseminating research and information; and building databases to provide pan-European, comparative evidence.

The ways in which grantees developed the evidence base is described in more detail in Case Study No. 2, *Developing and harnessing information to inform policy and practice in the migration field*.

Key findings

- Grantees made important contributions to the evidence available for use in advocacy and to inform policymaking. This included building comparative, pan-European databases, such as the Asylum Information Database (AIDA), which were actively being used by policymakers and NGOs.
- The evaluation also found many examples of grantees capitalising on their service delivery activities to gather first hand, in-depth information about the lives of migrants and the challenges they face. Access to this kind of information meant grantees could make valuable, evidence-based contributions to discussions around policy and practice.

Developing evidence from service delivery

The evaluation found many examples of grantees capitalising on their service delivery activities to gather first hand, in-depth information about the lives of migrants and the challenges they face. Access to this kind of information meant grantees could make valuable contributions to discussions around policy and practice.

For example, the Immigrant Council of Ireland (ICI) made submissions to inform Irish political parties' 2011 election manifestos. These submissions were based on ICI's experience in providing legal advice services to migrants, and called for changes to Ireland's approach to granting citizenship. ICI reported that this approach met with some success, with ICI's lobbying contributing to reforms in the area of access to citizenship.

Another example of capitalising on expertise from delivering services was provided by the Irish Refugee Council (IRC), and was described in Section 3.3. It led to IRC gaining support from key officials (such as the Refugee Applications Commissioner, and the Irish

Nationalisation and Immigration Service) for the provision of early legal representation of asylum applicants. As described further in Case Study No. 2, *Developing and harnessing information*, the value of this approach was that, as a result of service provision, grantees were positioned to provide detailed insight into the nature of the challenges faced and the policy changes needed to improve the lives of migrants. Their expertise was grounded in their day-to-day interaction with migrants.

Conducting and disseminating research and information

One of the grants of the Migration Programme, to the Centre on Migration, Policy and Society (COMPAS), was specifically for undertaking research into the relationship between migration and societal change. An important part of the grant was exchanges between COMPAS, practitioners and policymakers, increasing the likelihood of the uptake of findings to influence the development of policies and practices. A COMPAS research project on migrant workers in the health and social care sector became a platform for evidence-based discussion between policymakers, practitioners and academics with events in multiple countries (Belgium, Ireland, Italy, Switzerland, the United Kingdom and the United States).

As part of work to mainstream integration planning, Doras Luimní conducted analysis to identify integration needs in Limerick and carried out a review to identify the service structures that would work best for furthering integration. Also in the field of integration, The Integration Centre (TIC) produced Annual Monitoring Reports on Integration in Ireland in partnership with the Economic and Social Research Institute. These were cited by the Irish Government as well as in EU publications and academic journals, and were widely referenced in the national media — evidence that the information was reaching target audiences. TIC also produced similar reports to monitor integration at the local authority level and an annual *Roadmap to Integration* summarising progress in relation to integration in a range of services and policy domains.

Building databases to provide pan-European, comparative evidence: MIPEX and AIDA

Two of the Migration Programme grantees, Migration Policy Group (MPG) and European Council on Refugees and Exiles (ECRE), positioned themselves to collect international, comparative statistics on migration and integration. They were able to evidence how this information had reached and been used by policymakers within Member States and at the European level.

As described in detail in Case Study No. 2, *Developing and harnessing information*, MPG operates the Migrant Integration Policy Index (MIPEX) — an online tool and reference guide that compares and assesses integration policies in 31 countries in Europe and North America. This has been used by nongovernmental organisations (NGOs), governments and quasi-governmental organisations like the Portuguese High Commissioner for Integration Issues (with whom MPG has ongoing contact). MIPEX data on the implementation of anti-discrimination legislation at the national level have been used by the European Commission to initiate court proceedings for non-compliance by Member States. Further evidence of the impact of MPG's work on MIPEX is that Eurostat

started to regularly publish annual reports on migrant integration indicators (also known as the EU's 'Zaragoza' Indicators), and these reference MIPEX data (Eurostat, 2015; Migration Policy Group, 2013). Grantee organisations pointed to the value of MIPEX in better understanding the comparative situation in other European countries and noted that the work of the MPG allowed them to access comparative data easily.

Based on data in MIPEX, MPG developed a range of outputs providing information on migration and integration issues (Migration Policy Group, 2008, 2009). Box 4.2 describes some of the other outputs and reports that MPG has developed, in collaboration with a range of stakeholders, to inform policymaking in the field of integration.

Box 4.2: Evidence sources and information outputs from Migration Policy Group

- Worked with the European Commission on the design and development of the EU Immigration Portal over three years
- Collected content and updated the official EU website on integration, which is a major European source of information on integration policies, practices and events (European Commission, 2016a)
- Developed a diversity mainstreaming benchmark tool
- Worked with the European Network of Independent Legal Experts in the non-discrimination field
- Spearheaded data-collection efforts at the European level with the development of the Equality Data Initiative measuring levels of discrimination and equality for specific minority groups (Migration Policy Group, 2014)

Two other examples of databases supported by the Migration Programme are the joint database on European Asylum Law, managed by the IRC in partnership with ECRE; and the Asylum Information Database (AIDA), developed by ECRE. AIDA is a compendium of information about asylum procedures, reception conditions and detention across a number of European countries, financed by the European Programme for Integration and Migration (EPIM, an Atlantic grantee). ECRE reported that the European Commission and other stakeholders valued the information available in AIDA. ECRE's growing reputation as a source of reliable evidence has precipitated meetings with other key European organisations; ECRE showed that they established a good relationship with the European Parliament, among other actors. The Parliament has worked to take forward ECRE recommendations in the area of detention, and named ECRE among a list of experts to which the Parliament will ask for expertise in the field of asylum. In addition, ECRE has been invited several times by the European Commission to provide technical input to proposals.

6. What the Field Accomplished: Growth of New Networks and Collaboration

Atlantic's field-building approach involved funding collaborative and complementary efforts between and across organisations.

This chapter examines the extent to which the organisations supported by Atlantic, particularly those within Ireland, developed their capacity during the period of the Migration Programme and collaborated with each other. It concludes by looking at the sustainability of these changes and partnerships.

This chapter and the next draw on a facilitated discussion during a workshop in Dublin in 2014, in which grantees were invited to reflect on and assess Atlantic's field-building approach and identify perceived strengths of the strategic field-building approach.

Key findings

- Compared to 2004 when the Migration Programme made its first grant, in 2014 there was a more robust and professional network of organisations working to achieve a common goal of improving the lives of migrants in Ireland. This is evidence of the success of the field-building approach.
- There was evidence of increased collaboration and networking between the organisations supported by the Migration Programme. Domestically, grantees had worked together on campaigns within Ireland.
- Collaborative relationships had also been developed between advocacy organisations based in Brussels — such as the European Council on Refugees and Exiles (ECRE) — and those based in Ireland. This enabled national organisations to better understand the European agenda and policy process, and facilitated access to key stakeholders. Such collaboration provided European organisations with insight about the challenges faced nationally — an important input for their work.
- While benefits of field-building activities have been evidenced in the period leading up to 2014, it is not clear whether these benefits, and the field itself, can be sustained and continue to develop in the future where no funding from Atlantic is available. The majority of the grantees felt that they faced an uncertain long-term future.

Competition for funding is acute among civil society organisations. Through providing multi-annual core funding, the Migration Programme aimed to create space for collaboration among grantees in the Republic of Ireland, and between those working at a national and European level. The logic model for the Atlantic Migration Programme lists as some of the intended outputs a '*network of domestic and European advocates and expertise*' and the development of a '*consolidation strategy for the sector*'. Atlantic was keen to encourage the organisations it supported to work together and develop relationships.

The assumption underlying this is that advocacy activities are more likely to be effective when they have support across a number of organisations. A second rationale for collaboration emerged from interviews with external, European stakeholders. That rationale was that in the face of increasing competition for among NGOs for limited funding they should seek to work in alliances and partnerships--not just with other NGOs--but even with media and academics. The objective would be to share resources, ensure complementary rather than overlapping objectives and focus, to avoid duplication of effort and create added-value.

Evidence of increased collaboration and networking among Atlantic grantees and with other organisations

During interviews in 2013, just under half of grantee interviewees said that they had already some partners, connections or networks prior to receiving funding from Atlantic, but most organisations reported some change to their network through new interactions with other Atlantic-funded organisations. They said that the most significant change they had seen in relation to joint working was the number of collaborative projects, studies and activities that they undertook with partners. Some of these reported they developed contacts and sought project partners outside their usual circles. Grantees felt that shared learning had been facilitated among organisations and that grantees were increasingly supporting each other.

[Collaboration with other NGOs] gives you access to knowledge and solutions that you normally would not have access to ... it has given us that extra push.
— Grantee interviewee

Some examples of this collaboration were:

- Irish Immigrant Support Centre's partnership with the Public Interest Law Alliance. This provided them with access to a wider network of lawyers and legal advice.
- Migration Policy Group used collaboration with their network of national partners to keep abreast of national debates so they could tailor their outputs accordingly in each region.
- Both MPG and NASC played a role in coordinating networks, as described in Box 5.3.

Box 5.3: Networks coordinated by Atlantic grantees

Beyond forming collaborations and partners, some of Atlantic's grantees coordinated networks of partners.

MPG developed networks with academia, advocacy organisations, NGOs (including the Platform of European NGOs), equality agencies, migration and integration think tanks and service providers (including immigration law practitioners in the shape of the European Network of Legal Experts in Gender Equality and Non-discrimination that MPG co-manages). The European Network of Legal Experts, for example, publishes a bi-annual European Anti-Discrimination Law Review and country reports that monitor the effective implementation of the Racial Equality Directive and the Employment Equality Directive in all 28 EU Member States.

NASC became a driving force in networks such as the European Network Against Racism and also filled gaps in coordination among local stakeholders in the Cork area by organising roundtable discussions. The European Network Against Racism established the Equal@work network in 2009 which brings together businesses, social partners, NGOs, public authorities and academics, to provide a way to discuss and share best practices in diversity management and corporate social responsibility.

There is evidence that domestic organisations in Ireland are better connected with EU partners, policy and decision-makers now than compared to before the Migration Programme.

As discussed in Case Study No. 3, *Building links to Brussels*, and Section 6.3, by funding domestic and EU institutions Atlantic aimed to facilitate and increase active engagement and collaboration between these decision-making levels. The premise behind this was that law on asylum, migration and integration is made both nationally and at a European level so advocacy organisations need to operate within both spheres.

The opportunity to learn from grantees working at the EU level — ECRE, European Programme for Integration and Migration (EPIM) and MPG — was noted as particularly useful by Irish grantees. For example, building collaborative networks with other advocacy organisations that worked at the European level enabled Immigrant Council of Ireland and the Migrant Rights Centre Ireland (MRCI) to better understand the European agenda and more effectively use that understanding in their national efforts. In addition, this connection allowed organisations to harness a European network to raise awareness of the challenges faced nationally. Many of the grantees said that ECRE and EPIM fulfilled this network function.

As well as collaboration with European institutions, international collaborations were also reported, as described in Box 5.4.

Box 5.4: European Council on Refugees and Exiles international partnerships

As well as forging EU-national collaboration, some Atlantic grantees developed partnerships with international organisations. Two examples are provided by ECRE:

- A collaboration with Amnesty International resulted in the submission of an appeal to the EU institutions to maintain the presumption against detention in EU asylum legislation, as well as uphold related safeguards. The appeal was endorsed by 166 organisations and was well received by members of the European Parliament involved in the negotiations.
- It signed a Memorandum of Understanding with the United Nations High Commissioner for Refugees in September 2007, setting common strategies with regards to advocacy, policy development, capacity building, training, information and resettlement. The two organisations have gone on to regularly release statements that are in line with each other (ECRE, 2014). This strengthened ECRE's role as an independent organisation monitoring systems and processes for protecting refugees in the EU.

Returning to the analogy suggested in Section 1.3, there is evidence that the field-building approach had indeed developed a fabric of civil society actors that could collaborate and effectively provide coverage across the range of issues and levels of policymaking in Ireland.

7. What the Field Accomplished: Contributions to Capacity Building

It was a key objective of the Migration Programme that receipt of grants from Atlantic should enable organisations to build their capacity since this was essential to delivering their work and achieving the mission of improving the lives of migrants. The organisations supported by Atlantic were relatively small and mainly volunteer-based. One objective of the Migration Programme's field-building approach was to assist them to grow and professionalise their activities.

This section of the report looks at capacity-building *within* the organisations receiving grants from Atlantic. However, the Migration Programme also led to capacity-building among migrant groups (through grantees undertaking community-led advocacy) and among professionals who work with migrant groups (through grantees delivering training). These are discussed in Case Study No. 1, *Making use of legal and community-based approaches to advocacy* and in Case Study No. 2, *Developing and harnessing information*.

Key findings

- Capacity building benefited grantees. During the lifetime of the programme, grantees developed their leadership, strategic planning, and internal governance and management as a result of support for capacity building from Atlantic.
- While benefits of field-building activities have been evidenced in the period leading up to 2014, it is not clear whether these benefits, and the field itself, can be sustained and continue to develop in the future where no funding from Atlantic is available. The majority of the grantees felt that they faced an uncertain long-term future.

Leadership, governance and strategic planning

During the lifetime of the programme, grantees developed their leadership, strategic planning, and internal governance and management as a result of funding for capacity building from Atlantic. While not the case for all organisations, some felt that Atlantic had invested in their leaders and key staff, supporting their development as professionals.

Some grantees described how Atlantic had encouraged them undertake more strategic planning, prompting them to understand their own business model and think carefully about the key users and audiences for their services and work. An example of this is described in Box 5.1. Linked to this, for some grantees Atlantic had placed emphasis on

ensuring good internal governance structures, which some grantees reported had helped them to create an internal organisational culture that was sustainable and in which staff roles were clarified.

Advice and guidance to grantees from Atlantic

During discussions at the workshop at the end of the grant, there was consensus among participants that advice and mentoring by Atlantic staff on an informal basis generated a constructive and supportive relationship. Some grantees had benefited from advice and mentoring on an as-needed basis. This was a highly valued element of Atlantic's approach for some organisations, which felt that they could benefit from the expertise and experience of staff within Atlantic. There was evidence of a collaborative and constructive relationship between grantees and members of staff at Atlantic, which had developed over time, in which grantees felt able to share challenges and issues.

This advice was delivered as part of an approach that was described by Atlantic and by grantees as focusing on impacts, rather than the method through which the impacts were achieved. Atlantic's approach was seen to show respect for a number of working methods through which outcomes for migrants could be improved. This impact-focused approach was perceived to be beneficial as it meant that:

- There was flexibility for funded organisations to shift their approach in response to the changing environment and learning without the risk of losing Atlantic's funding. This was compared to other funding and grants in which organisations felt there was little or no room to amend their approach.
- Grantees could select clear and achievable goals in the short, medium and long term.

Box 5.1: Example of capacity building in the Immigrant Council of Ireland during the Atlantic grant

- When they first received a grant from Atlantic, the Immigrant Council of Ireland (ICI) had a small team working on few cases. Core funding allowed ICI to expand its structure and organisational remit, growing in size, becoming more professionalised through recruitment and training, and expanding the services offered and the speciality areas focused on.
- This increased internal capacity in turn allowed ICI to form partnerships. For example, they made links with the Dublin Institute of Technology and law colleges in order to influence the curricula to reflect topics of migration law. ICI was also involved in building a strategic litigation group which allowed practitioners to exchange information.

Moving from service delivery to strategic advocacy

During interviews a small number of grantees expressed the belief that their organisations had become more focused and specialised over the period of the Atlantic funding. Some described changes to their methods of delivery, moving away from service provision to instead focus on advocacy work. Others felt that they now offered more targeted support rather than providing general services, or had become more strategic about how they influenced policy (e.g., trying to identify cases with possible strategic implications).

Several grantees reported that they had learned the value of being clearly focused on a single or narrow set of objectives and aims. In some cases, this meant refining their goals to make them more attainable. Some examples mentioned during the 2014 workshop were:

- In relation to their work on the Asylum, Migration and Integration Fund (AMIF), the European Council on Refugees and Exiles (ECRE) found that there were some policy changes that were outside their reach. Therefore, they adjusted their plans and only focused on issues that they thought they could influence.
- The Irish Refugee Council reported they had to tighten their focus in order to achieve results — *‘[we] didn’t fight unnecessary battles that would detract from [our] ability to provide a service’*.
- The Irish Immigrant Support Centre and The Integration Centre (see Box 5.2 below) also refined the focus of their strategies to concentrate on more achievable goals. A staff member from one organisation advised that it was necessary to *‘give up on lost causes’*.

Reflecting on how they used to work, one grantee described it as *‘doing everything for everyone’* and reflected on the need for a narrower focus:

Doing everything does not necessarily help in the long run ... there was a danger at the beginning because we juggled everything ... we were kind of scattered, we were doing everything quite thinly. — Grantee interviewee

The core mission or underlying objectives of their work remained the same but the way that was achieved shifted:

[We] decided to move away from the service provision ... and focus more on advocacy with ... much more limited direct support to individuals. I don’t think the end game has changed. We tried to mitigate the effects of the system as it exists at the moment for individuals — how it is causing harm and damage. — Grantee interviewee

Box 5.2: How The Integration Centre assessed and refocused their approach to lobbying for sustainable change

The Integration Centre (TIC) first developed their ‘policy asks’ in 2011, publishing them in their *Roadmap to Integration*. This document listed 84 policy change objectives ranging from constitutional change to the tweaking of administrative practices. TIC conducted a review in May 2012 and concluded that listing so many objectives was not an effective approach. Their new strategy since September 2012 focused on a single objective: the creation of a National Integration Plan.

Building capacity in members and partners

The Migration Policy Group (MPG) had members and partner nongovernmental organisations (NGOs) across Europe. There was evidence that the Migration Programme had, through supporting MPG, contributed to capacity building within the network of

members. An external evaluation of MPG found it had '*strengthened the work of all of its partners*', by providing capacity to national groups. The evaluation found that by making available their pan-European benchmarking, surveys and information, MPG helped national groups use research for their advocacy work. In addition, participation in MPG expert groups and networks helped those organisations at the national level to build their reputations while also giving them access to directly relevant information.

In a similar way, the European Programme for Integration and Migration (EPIM) facilitated a platform for networking and exchanges amongst participating NGOs, and the organisation provided networking opportunities such as workshops and joint learning initiatives. An external evaluator found that EPIM's grantees came to appreciate the capacity-building work of the programme, which provided them with new opportunities to make contacts and form networks. Through the organisation of workshops on subjects including networking, campaigning, communication and social media, EPIM provided a space for NGOs to take time to '*stop, think and learn*', the evaluator stated.

External evaluation and monitoring impacts

It was a condition of Atlantic funding that grantees undertook external evaluation of their grants and participated in the evaluation of the Migration Programme as a whole (which is the subject of this report). Grantees reported that they had been encouraged to improve their monitoring practices and to build the evidence base about their *own* impacts.

8. Exiting the Field

A limited-life foundation, Atlantic completed its grantmaking at the end of 2016 and will cease operations by 2020. While benefits of the field-building activities of the Migration Programme have been evidenced in the period leading up to 2014, it is not clear whether these benefits, and the field itself, can be sustained and continue to develop in the future where no funding from Atlantic is available.

Key findings

- The majority of the grantees felt they faced an uncertain long-term future.
- Despite long-term notice that Atlantic was a limited life foundation, the efforts to develop capacity and requirements for grantees to secure matched funding in some instances, the organisations struggled to see where alternative funding could be sought.

Sustainability of grantees: Future funding, retaining staff and collaboration

While they valued multi-annual core funding, grantees expressed concern about securing future funding that would allow the continuation of their work when Atlantic leaves the field, and were not convinced that they would be in a stronger position than other organisations that had not benefited from such funding arrangements. The economic context in which Atlantic funding was ending was linked to concerns voiced by the majority of grantees about securing the necessary funding to be able to ensure their organisation's continued impact.

To be honest, I see the future incredibly bleak. ... Migrants are not a popular cause to fund. — Grantee interviewee

My main concern is how to retain that voice ... so if there is no funding to hear in particular a migrant's voice, we have lost everything we have worked on for years. — Grantee interviewee

Risks to the sustainability of capacity building also stemmed from staff turnover and staff leaving the sector. Workshop participants thought that funders and grantees need to ensure succession planning to facilitate and support the next generation of leaders.

In relation to collaboration between NGOs, with Atlantic funding coming to an end, more competition for funding could develop among former grantees trying to position themselves as unique organisations in the field, as this interviewee noted.

It is a business at the end of the day ... you are competing for market share ... that is how I have come to look at it during the last couple of months ... protecting your team and people. It is a helpful perspective to think about your long-term sustainability. To deny that it is competitive now would be absolutely foolish. — Grantee interviewee

Some felt that more could have done to support organisations to plan for the future when Atlantic funding would no longer be available, although no specific suggestions were made for ways in which Atlantic could have done this. In interpreting this suggestion, the research team suggests it is helpful to separate reflections about the approach to strategic field building from reflections on Atlantic's spending down and ceasing to fund in this field. The research team also note that grantees were aware from the outset that Atlantic was a limited-life foundation, and that many grants given by Atlantic required grantees to secure matched funding from other sources in an attempt to decrease dependency.

It was not always clear if or how all the capacity-building outcomes described in this chapter contributed to impacts for migrants — although it is likely that such impacts will take time to filter through.

Sustainability of policy and practice impacts

While Atlantic grantees achieved a range of policy changes, there remain questions as to what extent these individual changes resulted in wider systemic change and whether these changes are sustainable.

Policy, administrative and legislative changes were valued by grantees and by Atlantic because they had the potential for direct and positive effects on the lives of many migrants. Policy and administrative changes not enshrined in law can be overturned by a new incoming government, and are by definition less permanent than legal change.

Parts of the work of grantees focused on making a relatively complex immigration, asylum and residency system more clear. While this clarity represents a significant improvement that has a positive impact on the lives of migrants who will benefit from a system that is easier to navigate and is more predictable in its outcomes, these changes represent a small (albeit important) step in policy terms. Furthermore, such changes can also differ in terms of their sustainability.

The difficulties with the wins that we have achieved is that they are mainly polices and policies can be changed at any time — they have not been embedded or enshrined into legislation yet ... some have but most of the changes have been policy oriented and to sustain them or maintain them is not guaranteed — of course legislation can be changed but it is much more difficult to change legislation. — Grantee interviewee

However, the many changes that were achieved and described by the grantees in various areas (public awareness, policy debates, policy changes, administrative changes, etc.) may also reflect a change in how the topic of migration was perceived in general. This public opinion shift may mean that future incoming governments might not reverse policies and/or might make progress on the issues that grantees advocated (and are still advocating) for. While observed changes can be described as significant, an assessment of their legacy will be more possible once changes in government have occurred over time (showing that policies either remained in place or were replaced or amended). The sustainability of changes might be also affected by the political will, or lack of, to make

changes to migration policy, economic conditions, and public and political support for migration and migrants' and asylum-seekers' rights.

Some Atlantic Migration Programme grants operate until 2017, and additional impacts may yet emerge from these. Since policy change can take time to translate into changes in migrants' lives, these effects may only be observed later.

9. Effective Strategies, Promising Practices and Lessons

This chapter of the report draws on the findings in Chapters 3, 4 and 5 in order to identify potentially promising practices and lessons for nongovernmental organisations (NGOs) — working in the migration field and in other policy areas — and for organisations or individuals providing grants to civil society. The term promising practices is used because, while it not possible for the evaluation to conclude that they would always be effective, they are approaches and activities that were shown to have made a contribution to outcomes and impacts in the Migration Programme. Such practices are suggestions that could be tried and further tested by others.

The chapter starts by looking at the benefits of multi-annual core funding — an essential element of the Atlantic approach — before turning to promising practices and lessons for grantees and grant-givers.

Key findings

- Grantees confirmed that longer-term, multi-annual core funding from Atlantic had allowed them to focus on their objectives, rather than on fundraising to keep their organisations running.
- While it is not possible for the evaluation to conclusively determine what would have happened in the absence of Atlantic funding, or whether another funding approach would have been equally or less effective, evidence collected during the evaluation indicates that the civil society sector in Ireland was developed as a result of the field-building approach taken by Atlantic. The Migration Programme added value to the grantees and did lead to the key intended result — that grantees were able to focus on advocacy and delivering their mission.
- Experience and learning from the Migration Programme provides lessons for foundations and other grantmaking individuals and organisations wishing to embark on a field-building approach. Potentially promising practices include: multi-annual core funding; specifically funding capacity building (including in the areas of leadership, communicating advocacy messages and dealing with media), and facilitating partnership and collaboration between national and European organisations.
- Other funders might draw lessons from the way in which representatives from Atlantic developed relationships with grantees, were available to provide advice and guidance and encouraged organisations to be open about problems and challenges.
- Other grantees — working in a range of policy fields — might also benefit from the learning that emerged from the Migration Programme. For Atlantic's grantees using strategic litigation, involving migrants in advocacy, communicating advocacy messages using interactive and innovative methods and building collaborations that involved national and European organisations were all perceived to have contributed to achievements.

9.1. Promising practices and lessons for funders

Following from these benefits of multi-year funding and the evidence in Chapter 4 of the achievements of the field-building approach adopted by the Migration Programme, the following elements of this approach were considered by grantees to be valuable and to have contributed to their outputs, outcomes and impacts. Other funders may consider adopting similar approaches:

- **Provide multi-annual core funding.** Atlantic's funding provided stability and space for grantees to focus externally on achieving their strategic objectives and internally on professionalisation and organisational change. It is not possible for the evaluation to conclusively determine what would have happened in the absence of Atlantic funding, or whether another funding approach would have been equally or less effective. However, in line with the approach of understanding the contribution made by the Migration Programme, the evidence collected during the evaluation suggests that the core funding provided by the Migration Programme added value to the grantees and did lead to the key intended result — that grantees were able to focus on advocacy and pursuing their mission. The grantees did not report any disadvantages to multi-annual funding although there remained questions at the end of the evaluation as to sustainability of the grantees and their work when the Migration Programme closed.
- **Fund specialist support for communications, media and public engagement** alongside grants to develop specific campaigns and develop skills and expertise within civil society organisations. Atlantic supported the Forum on Migration and Communications (FOMACS) — a specialist communications organisation — to work with its other grantees to provide advice about media engagement, support and co-design campaigns, and provide expertise in how advocacy messages could be disseminated effectively.
- **Fund both domestic and EU-level organisations and take steps to actively encourage collaboration and partnership by convening meetings and events.** Both domestic and EU-level grantees of the Migration Programme benefitted from partnerships. Irish nongovernmental organisations received insight into European policy processes and priorities and were introduced to relevant European partners and stakeholders. European organisations gained detailed information about national law, practice and issues facing migrants. Events and meetings organised by Atlantic brought representatives from European and national organisations together and provided opportunities for networking.
- **Fund capacity building and leadership development.** Some of Atlantic's grantees reported that Atlantic had invested in developing individual staff members as leaders, as part of steps to professionalise organisations and encourage a more strategic focus.
- **Offer advice and mentoring on an informal and as-needed basis.** Atlantic encouraged grantees to be open with the foundation about issues and challenges, and worked with grantees to identify solutions. This was a highly valued element of Atlantic's approach for some organisations which felt that they could benefit from the expertise and experience of staff within Atlantic.

- **Focus on impact, rather than activities.** Atlantic was not directive about how impact was achieved by grantees, was flexible about implementation and provided freedom to change and adapt plans. This allowed grantees to include additional activities during the course of the grant and adapt to a changing environment. Grantees described Atlantic as a loyal partner that would not withdraw funding if an organisation experienced problems or did not achieve success quickly.

9.2. Promising practices and lessons for grantees

A number of promising practices were identified from a review of the data gathered during the evaluation. These are approaches and activities that were shown to have made a contribution to outcomes and impacts. Each of the promising practices are further described in four case studies, produced alongside and complementing the information available in this report.

Using strategic litigation as an advocacy tool

Some of the organisations supported by Atlantic used strategic litigation to bring about legal and systemic changes. Strategic litigation involves pursuing cases in the higher courts whose outcomes could set a precedent, result in changes to the law and thereby affect larger groups of service users.

Case Study No. 1, *Making use of legal and community-based approaches to advocacy*, describes the case of *Britton v the Minister for Justice, Equality and Law Reform*, taken by the Immigrant Council of Ireland (ICI), and which contributed to Irish Government's decision to review its policy of refusing residence permits to international students whose children were attending public schools. ICI described how the case '*contributed to the review of the government's newly introduced policy to refuse residence permits to international students whose children were attending public schools, at least for the current school year*'. Two further examples of strategic test cases in which ICI was involved were against the Minister for Justice, Equality and Law Reform (MJELR) — *Rakkamsue v MJELR* and *Malek v MJELR*. These contributed to the government's decision to improve residence permits for spouses of EU nationals.

In Section 6.1 it was described that over the period of the Migration Programme, some of Atlantic's grantees moved from service delivery to advocacy. The Irish Immigrant Support Centre (NASC) changed their approach from a focus on community development (where the organisation tried to develop the capacities of, for example policy, social, cultural and women's groups) towards legal advocacy and strategic litigation:

Any kind of strategic litigation, any potential to make that greater systemic change; that worked well for us. Doing everything does not necessarily help in the long run. — Grantee interviewee

Because they were providing legal advice to migrants, organisations such as ICI were able to identify cases from their case load that might be appropriate for strategic litigation. Grassroots knowledge generated by service provision to migrants provided a pool of

cases from which those suitable for strategic legal action could be identified that address the most pressing issues for a wide range of migrant groups. Additionally, they identified potential strategic cases using other routes, such as the Citizens Information Centres and free legal advice centres.

While the use of strategic litigation is a promising practice, lessons learned by grantees highlight the challenges of this approach. Strategic litigation can be time-consuming and expensive. Identifying a suitable case — one that provides a good test of relevant law and that might trigger wider policy change — can be challenging. Even when a legally suitable case is identified it might be settled before receiving a final court decision or the facts of the case or individuals involved might not be engaging or attractive for the media or for policymakers. This is an inherent difficulty and — according to grantees such as Irish Refugee Council — can only be managed rather than eliminated.

Additionally, the experience of grantees was that working in partnership with other organisations and legal experts can allow the burden of strategic litigation to be shared. For example, both NASC and the Irish Refugee Council worked with the Public Interest Law Alliance, which provided access to barristers and external legal advice on a *pro bono* basis. Managing client expectations and seeking financial support for clients was also important. Strategic litigation can involve long legal proceedings and be resource intensive.

Involving migrants in advocacy

The case study contrasts advocacy through strategic litigation with ‘grass-roots’ approaches. The latter involves using the narrative of migrants’ situations and placing migrants at the heart of advocacy activities. Migrant Rights Centre Ireland (MRCI), for example, made progress using this approach. The organisation functioned at three levels: direct, front-line work with migrants providing information; providing advice and support; and undertaking advocacy to counter the causes of injustice, discrimination and exploitation. An MRCI staff member explained that *‘underpinning all of this is the idea that the change comes about with the people affected by the issues’*. The policy wins evidenced by MRCI are described in Section 3.1 as well as in the case study. In 2001, MRCI reported that 3,000 migrant workers participated in MRCI’s advocacy and campaign actions.

Promising practices in the use of community-based advocacy included:

- **Advocating publicly for change can be difficult if migrants are undocumented or fear retribution from employers.** Organisations such as MRCI ensured they were aware of the individual situation of the migrants involved, and designed campaign activities to minimise risk.
- **Collective action is not always the appropriate advocacy tool.** ‘Insider approaches’ — building relationships with decision-makers and lobbying — might sometimes be more effective in achieving change (see Chapter 2). For example, MRCI also applied insider advocacy strategies and tactics to complement their community-based approach.

- Strategic litigation and community-based approaches to advocacy were considered to be effective when employed as part of a broader advocacy strategy involving elements such as research, legal case work, developing an evidence base on migrant issues using strategic communications in the media and making use of champions to ensure stakeholder engagement.

Communicating advocacy messages using interactive and innovative methods

Section 4.1 described some of the innovative formats for awareness-raising used by grantees supported by the Migration Programme resulting from their collaboration with the Forum on Migration and Communications (FOMACS) — an organisation specialising in communications. Case Study No. 4, *Communicating advocacy messages about migration* develops these findings and outlines promising practices in relation to developing effective narratives for grantees' key messages. These include:

- **Placing individual migrant's stories and experiences at the heart of advocacy, bringing them to life and making them meaningful for a range of audiences.** Although it can take time to develop a narrative structure with a simple message that is relevant to the intended audience, in the experience of Atlantic's grantees this made their advocacy messages more compelling to members of the public and to policymakers.
- **Using innovative methods, such as the arts and animation, to harness the power of migrants' stories without directly identifying individuals.**
- **Developing partnerships with communications experts or those working in the arts to generate and implement innovative ideas for dissemination of their messages and advocacy, and to help formulate clear messages.** The collaboration between Atlantic grantees and FOMACS reached a range of audiences and generated communication tools that could be used by others.

Linking national and European platforms

One of the findings from the evaluation was that domestic organisations in Ireland were better connected with EU partners, policy and decision-makers at the end of the Migration Programme compared to before, and that such collaboration had added value — allowing organisations at both levels to achieve their advocacy goals (see Section 5.2). For example, relationships with advocacy organisations that worked at a European level enabled ICI and MRCI to better understand the European agenda, which enhanced their efforts within Ireland.

The value of linking national and European organisations suggests that funders might consider supporting both national and European organisations alongside each other (see Section 6.2, above). There are also possible learning points for grantees (national and European) about how to put such collaboration into practice. These are described in Case Study No. 3, *Building links to Brussels*, and include the following promising practices:

- **Collaborating with networks of NGOs increases the chances of successful advocacy at the EU level.** For example, the European Council on Refugees and Exiles (ECRE) had a membership of some 85 NGOs at the national and international level, which they felt well positioned them to influence the development of the Asylum, Migration and Integration Fund.
- **Providing comparative evidence about the situation across countries to secure influence in European policy circles.** For example, Case Study No. 4, [Communicating advocacy messages about migration](#), describes the Migrant Integration Policy Index, developed by the Migration Policy Group (MPG).
- **Passing information up from the national level can ensure that European policymaking is informed by national voices.** This also provides European grantees with insight and information of interest to policymakers — increasing the chance of securing engagement from stakeholders.
- **Passing information down about the European policy context can ensure that national level NGOs have a better understanding of the European agenda.** Many of the national-level grantees of the Migration Programme highlighted ECRE and the European Programme for Integration and Migration (EPIM) as fulfilling a network function and had benefited from contacts with European policymakers facilitated by these organisations.
- **Developing individual contacts and relationships in relevant institutions and agencies for advocacy at the European level is important since negotiations are often conducted behind closed doors.** The selection of these contacts is also important. Some organisations took steps to identify appropriate, influential contacts involved in a particular policy development and negotiation. This required an excellent knowledge of the processes of policymaking. Success in securing engagement from these contacts rested in part on organisations' reputation in providing quality, expert input to negotiations.
- **Formalising national-EU partnerships to facilitate rapid response to emerging issues and information requests.**

Generating information and evidence

Section 4.2 of this report sets out findings about the extent to which Atlantic grantees developed the evidence base. Case Study No. 2, [Developing and harnessing information](#), pulls together promising practices for grantees about how to generate evidence to inform policymaking:

- **Invest in reliable data-collection methods and analysis in order to generate more accurate information and increase the chance that information is used by policymakers.** Grantees' experience suggests that information will more likely be used by policymakers if they trust its accuracy and reliability.
- **Compile comparative information.** Information that allows countries to compare themselves with others and allows European and international policymakers to map differences in law and practice provided a valuable tool. Organisations generating

these comparative databases (such as MPG's Migrant Integration Policy Index database) established networks of experts to collect data in each member state. The quality of information was assured by a robust methodology and carefully selecting trusted national partners to collect information.

- **Consult stakeholders on the presentation and interpretation of information to increase the chance that reports are used by policymakers.** Inviting feedback on early drafts of reports or findings from data collection — including from officials and others who are the main audiences of information — provides an opportunity to ensure the information provided meets their needs and is tailored to their requirements. This is not to say the information or findings should be altered, but that how information is presented and contextualised might make the difference in whether or not policymakers use the information.
- **Disseminate knowledge and information by providing training for practitioners working with migrants.** Those employing this approach should seek feedback from practitioners to understand if the training leads to changes in practice or knowledge to ensure it is adding value.
- **Take opportunities to support policymakers looking for advice and guidance on technical issues related to migration.** NGOs can capitalise on this opportunity to provide information as a way of building relationships and engaging important influencers.

10. Conclusion

At the time of writing this report in mid-2016, national and European policy on migration continues to be at the top of the policy agenda in Ireland and across the Member States of the European Union (EU). It continues to be a contentious area of social policy about which there are hugely differing, and sometimes divisive, views among politicians and the general public. Migration policy — in Ireland and across the world — is grounded in national and international law, but the day-to-day experiences of migrants are shaped significantly by public attitudes, their rights to access to services, the way they are treated by those delivering services, and the intersection of a range of other micro and macro-level factors that vary over time and by country, region and even town.

Migration has been a constant throughout human history, as individuals move to improve their lives or escape threats in their own countries. In Ireland in the early 2000s, the numbers of migrants arriving in the country increased significantly, driven by arrivals from eastern European countries as well as outside of the EU, as people moved to live and work in a country experiencing an unprecedented economic boom — the so-called Celtic Tiger. Such levels of migration highlighted gaps in national law, practice and service provision, and created social challenges as a hitherto homogeneous, mono-ethnic country found itself with substantial minorities from Eastern Europe, Africa and elsewhere.

In this context, the Atlantic Migration Programme, launched in 2004, issued grants to organisations helping migrants to gain access to justice and services in Ireland. Spending just over \$40 million, the programme aimed to significantly develop the civil society sector in Ireland — to grow both the number, capacity and capabilities of nongovernmental organisations (NGOs) providing support to migrants or advocating for migrants' rights. This 'field-building' approach taken by Atlantic was intended to do more than simply issue one-off grants to deliver projects; through coordinating the efforts by range of organisations pursuing a common goal over an extended period of time it was hoped to achieve lasting legal, policy and practice change.

The evaluation found that the Migration Programme successfully implemented a field-building approach as a result of which there was a more robust and professional network of organisations working to achieve a common goal of improving the lives of migrants in Ireland. The civil society organisations supported by Atlantic operated more strategically, collaborated and cooperated more — including with European organisations — and evidenced improved leadership, strategic planning and internal governance and management.

While evidencing the impacts of advocacy is challenging, **Atlantic grantees described numerous contributions to changes in practice, policy and law in Ireland that directly impacted the lives of migrants and asylum-seekers.** Some of these impacts,

namely those that changed the law, are clearly sustainable and long-term. Others, which changed policy, have directly improved the experience of migrants but are not guaranteed to persist since policy can be amended by future governments and administrations. Other outcomes might yet be realised as the effects of changes in law and policy take time to translate into day-to-day practice.

Atlantic is a limited-life foundation, and as such will spend all its assets and close by 2020. **One legacy of the Migration Programme is a set of lessons and promising practices for foundations and other grant-making individuals and organisations wishing to embark on a field-building approach.**

This report has described potentially promising practices related to the use of multi-annual core funding, approaches to supporting capacity building within NGOs, and facilitating partnership and collaboration between civil society actors. Funders might also replicate the way in which representatives from Atlantic developed relationships with grantees, were available to provide advice and guidance, and encouraged organisations to be open about problems and challenges. Other grantees — working in a range of policy fields — might also benefit from the learning that emerged from the Migration Programme. For Atlantic's grantees, using strategic litigation, involving migrants in advocacy, communicating advocacy messages using interactive and innovative methods and building collaborations that involved national and European organisations were all perceived to have contributed to achievements documented in this report.

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Appendix A: Research Methodology

As outlined in Section 1.4, the evaluation addressed the following questions:

1. What were the outcomes and impacts of the programme?
2. Was the strategic field-building approach appropriate and effective?
3. What are the prospects for the future and the sustainability of the work?
4. What can be learned from the work undertaken as part of the Migration Programme?

A number of methods were used for this research.

Literature review

A brief literature review was undertaken at the start of the project to provide a core understanding of the specific policy context within which the Migration Programme operated and within which the grantees delivered their work. The research team gathered, reviewed and analysed a wide range of information drawing from multiple secondary sources, including official statistics, government reports and academic research. Sources were identified through a number of routes: suggestions from Atlantic; documents that the research team were already aware of; targeted searches through Google Scholar using relevant search terms; snowballing from identified sources; review of legislation; and media scanning of Irish, United Kingdom and European newspapers and databases. The analysis spanned the mid-1990s to 2015.

Review of grantee documentation

At the start of the evaluation the research team developed an inventory of grantee documentation and conducted a review of the sources identified. This was repeated every six months throughout the evaluation so that the research team had an up-to-date record of documents produced. Documentation primarily included:

- Documentation produced by grantees for Atlantic (such as proposals, end of year reports, progress reports and budgets)
- Outputs from the their grants (such as reports on the situation of migrants, submissions to policy consultation processes nationally and at European levels)
- Press coverage of grantees' activities and campaigns

In total, between 200 and 300 documents were reviewed.

A template was developed to structure the review of grantee documentation that was

based on the intended outcomes of the grant (as stated in the 'grant rationale' document that grantees had to produce for each grant). A mapping exercise was then undertaken, matching the activities, outcomes and impacts described in documentation against the intended outcomes of the grant. This allowed the research team to identify the extent to which each grant had achieved the intended outcomes, and to identify intended outcomes for which no evidence of attainment was given, or where an inability to achieve that outcome was explicitly acknowledged by the grantee or evaluator.

In addition, the template allowed the research team to record impacts that were not anticipated at the start of the grant.

The mapping was captured in two matrices — one for European grantees and one for domestic grantees. Emerging patterns of impacts across grants were noted, making it possible to conceptualise the key thematic areas where impact could be evidenced.

Having conducted this mapping of achieved and intended impacts, the research team conducted a cross-cutting, thematic analysis to capture high-level themes and learning across grants.

Interviews with grantees

Semi-structured interviews were undertaken in 2013 with 13 of Atlantic's current and former grantees:

- Akina Dada wa Africa (AkiDwA)
- Centre on Migration, Policy, and Society (COMPAS)
- Doras Luimní
- European Council for Refugees and Exiles (ECRE)
- European Programme for Integration and Migration (EPIM)
- Forum on Migration and Communication Strategies (FOMACS)
- Immigrant Council of Ireland (ICI)
- Irish Immigrant Support Centre (NASC)
- Irish Refugee Council (IRC)
- Irish Society for the Prevention of Cruelty to Children (ISPCC)
- Migrant Rights Centre Ireland (MRCI)
- Migration Policy Group (MPG)
- The Integration Centre (TIC) — (incorporating Refugee Information Services and Integrating Ireland)

Twelve of these were interviewed again in 2014. (COMPAS was not re-interviewed as they indicated that there was no further update to report on.) Interviews were conducted in person or by telephone. The focus of these discussions was on gathering the perspectives of grantees on the effects of the funding from the Atlantic Migration Programme. The interviews also provided an opportunity to clarify any remaining

questions arising following the review of each grantee's documentation. The key areas covered during interviews were as follows, although the semi-structured nature of the discussion allowed grantees to raise additional subjects and topics:

- Context of your organisation — vision, strategy and similarities/differences with other organisations
- Current position — accomplishments, and what has facilitated/impeded progress
- Capacity — staff, roles and changes
- Links to Atlantic's goals— Atlantic's national and EU objectives
- Networks and links — government, other similar organisations and networks
- Wider effects — other effects
- Funding — current situation, outlook, non-Atlantic funding and capacity to get additional funding
- Counterfactual — what would have happened without Atlantic's funding
- Future outlook — the next one, two, five and 10 years
- Evidence of intended outcomes not achieved/yet to be achieved
- Intended outcomes where evidence is incomplete/some gaps remain
- Impacts
- Unintended outcomes/impacts

The focus of the 2014 interviews was to update any impact information provided the previous year. The duration of each initial discussion was approximately two hours and each subsequent discussion with the same grantee was approximately one hour. Interviews were recorded with permission of the interviewee. Interviews were not fully transcribed but extensive notes were taken from recordings and key statements were transcribed verbatim.

Established methods for analysis of qualitative data were applied to analyse the interviews:

- Data were first sorted and examined so the researchers gained a good understanding of what the data contains.
- Recurring themes and sub-themes (that reflected specific pattern or meaning found in the data) were identified and categorised.

EU and domestic stakeholder interviews

Ten telephone interviews were conducted in August and September 2013 with EU-level stakeholders about the work of Atlantic's grantees at the EU level. Seven interviews were conducted with stakeholders about the work of Atlantic's grantees in Ireland (six by telephone and one in person).

The aim of the interviews was to gather expert views on the context in which the grantees had been operating, and to gain insight into the perceived impact, if any, of grantees' work.

Interviewees were selected in consultation with Atlantic in order to provide an external perspective on Atlantic's work, both in terms of the general migration policy and practice environment, as well as with regard to the work of Atlantic's grantees. Interviewees were selected on the grounds that they would have an informed view on the impacts, if any, of Atlantic's grantees. EU-level interviewees included individuals from the European Commission, nongovernmental organisations, foundations and institutions working in the area of migration, asylum and human rights at the European level. Domestic level interviewees included current and former politicians, current senior civil servants and journalists.

Key areas covered during interviews were as follows, although (as with the grantee interviews) the semi-structured nature of the discussion allowed interviewees to raise additional subjects and topics:

- Policy context (the migration current policy environment and key migration issues on the European/national agenda, especially in relation to access to justice and services for migrants; key migration issues over the next five years; and main drivers behind shifts in migration policy)
- Role of civil society organisations (which, if any, were helping to shape the migration policy agenda at the EU/national level, and how are those organisations were doing this)
- Awareness of the work of Atlantic's grantees and experience of interacting with grantees
- Impact of the work of grantees to date (whether it had resulted in changes to policy and practice)
- Counterfactual and unintended effects (what might have happened in the absence of Atlantic's support for its grantees)
- Prospects for the future and sustainability of grantees

With the permission of interviewees, interviews were recorded and fully transcribed. Analysis proceeded in the same way as for grantee interviews.

Impact showcase workshop with grantees October 2014

A workshop was held in Dublin in October 2014 in order to share information and experience across the grantee group about where key impacts had been made through their Atlantic-funded work. Each grantee, with the support of RAND, developed and delivered a presentation detailing some of their key impacts and how these had come about. In addition, the workshop provided an opportunity to gather feedback for other funders based on the Atlantic experience in this context. A draft paper on Atlantic's experience with field building was circulated to all participants ahead of the meeting. A considerable amount of additional data on grantee impact and on Atlantic's experience with supporting and working in this field was gathered. These data were included in the overall data for the evaluation.

Analysis to produce findings and conclusions

Information collected through each of these methods was drawn together in the final analysis to address the research questions. The research triangulated data collected from the different sources. The evaluation made use of triangulation in terms of:

- Primary (interviews) and secondary data (grantee documentation)
- Respondent groups: grantees, EU and domestic stakeholders

Key limitations of the evaluation

- **Reliance on grantee-provided information about their activities, outputs and impacts.** In some instances grantees lacked the tools, time and budget to fully describe and assess their work. The evaluation team mitigated this by requesting grantees to provide evidence to support any assertions of impact. In the view of the evaluation team, grantees encountered some challenges in reporting on their activities, outputs, outcomes and impacts and describing their contributions. For example:
 - There was fairly limited use of robust reporting formats in the documentation provided to the evaluation team by grantees.
 - Activities, outputs, outcomes and impacts were rarely reported separately (as was stipulated in progress reporting guidelines provided to grantees).
 - The use of consistent indicators (preferably selected at early stages of the grant) to measure progress in achieving outputs, outcomes and impacts was limited.
 - Often only limited information was available in documentation to distinguish or describe individual grantee contributions separately from those by other NGOs and organisations.
 - There was evidence that grantees gained experience in of these measurement issues during the life of their Atlantic grants.
 - Only outcomes and impacts for which grantees could provide some evidence have been included.
- **Linking the many activities of grantees to changes in policy in practice.** This report uses the language of ‘contribution’ — recognising that grantees were one, often important, element in achieving change.

Appendix B: Programme Logic Model

Objective: Access to justice and services — Migrants

| Inputs | Activities | Outputs | Short-term Outcomes (by 2013) | Long-term Outcomes (by 2016) | Legacy/Prize |
|--|---|--|--|---|---|
| <ul style="list-style-type: none"> Effective NGO expertise and infrastructure Credible evidence base Govt. commitments to reform legislation and policy Policy and practice gains Established relationships with key decision-makers EU strategy, policy and directives Local integration strategies Pan-European foundation involvement | <p>National</p> <ul style="list-style-type: none"> Maintain capacity to influence and monitor the development and implementation of IRP Bill, secondary legislation and integration strategy Training to improve mainstream services and private legal expertise Support and engage in consolidation of sector <p>EU</p> <ul style="list-style-type: none"> Maintain capacity to inform development of common European asylum and migration policy, directives and standards Connect EU and domestic developments Continue to attract new foundations as part of sustainability and exit strategy <p>Regional</p> <ul style="list-style-type: none"> Provide evidence base to support national advocacy initiatives Transfer services to mainstream service providers Reduce to sustainable level of monitoring and advocacy capacity | <ul style="list-style-type: none"> Evidence base to inform ongoing legislative, policy and practice developments and reform at domestic and EU level Accurate information on new system available to migrants Submissions to government and EU bodies Public campaigns Network of domestic and European advocates and expertise Provision of legal expertise and representation Capacity built of mainstream providers to better meet needs of migrants National and local county and city council integration strategies Consolidation strategy for the sector | <ul style="list-style-type: none"> New IRP Bill including single procedure and independent appeals & complaints mechanisms Improved conditions in Direct Provision Centres Greater protection of vulnerable migrants through new female genital mutilation and anti-trafficking legislation Mainstream services at national and local level to better meet needs of migrants Improved standards in Common European Asylum System and EU Directives Refugees included in integration strategies and policy European and national migration laws are interpreted in line with EU human rights obligations | <ul style="list-style-type: none"> Migrants' rights are clearly articulated and reflect international standards Reduced levels of discretionary authority in the system Reliable information provision for migrants is mainstreamed Improved regulatory protections and enforcement against exploitation of migrants More effective and efficient migrant system in Ireland Ireland closer to average EU acceptance rates Reduced levels of xenophobia, discrimination and social exclusion experienced by migrants Improved standards in EU asylum, immigration and integration policy reflected in domestic policy and practice Consolidated and sustainable independent domestic and European capacity to monitor and influence policy implementation | <ul style="list-style-type: none"> A fair and transparent immigration and asylum system that respects migrants' rights and enables effective integration and active citizenship The Common European Asylum System is fully adopted and implemented by Member States |