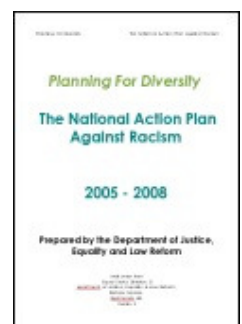




Development
of a
Conceptual
Framework
and Principles
to Guide Core
Funding for
Organisations
Representing
Minority Ethnic
Groups



Draft Report

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1. Introduction & Background

1.1 Introduction

This report represents the final output of an extensive research study undertaken by Fitzpatrick Associates on the Development of a Framework and Principles to Guide Core Funding for Organisations Representing Migrant Ethnic Groups. Fitzpatrick Associates was commissioned by the Department of Justice, Equality and Law Reform to undertake this exercise following a competitive tendering process. The undertaking of the exercise was one of a series of commitments made within the National Action Plan Against Racism, and its delivery has been overseen by the Department and an Advisory Group consisting of a wide cross-section of stakeholders from both governmental and non-governmental sectors.

1.2 Background to the Study

1.2.1 National Action Plan Against Racism

An initial commitment to producing a national action plan targeting racism in Ireland was made at the UN World Conference Against Racism in South Africa in 2001, where it was agreed that each member state should develop and implement such a plan. This commitment was further reinforced within the special initiatives for progression identified in the partnership agreement, 'Sustaining Progress', launched in February 2003, with a plan designated as a key output under 'Migration and Inter-culturalism'. An extensive consultation process was held in order to develop the plan, with the outcomes from this process summarised in the document 'Diverse Voices', published in July 2003. The plan was then subsequently finalised after further discussion between key stakeholders, and was officially launched by the Taoiseach, Mr Bertie Ahern T.D., in January 2005.

Within 'Planning for Diversity: National Action Plan Against Racism 2005-2008', five primary objectives or pillars were defined underpinning the implementation of the plan:

- Effective PROTECTION and redress against racism, including a focus on discrimination, threatening behaviour and incitement to hatred;
- Economic INCLUSION and equality of opportunity, Including focus on employment, the workplace and poverty;
- Accommodating diversity in service PROVISION, including a focus on common outcomes, education, health, social services and childcare, accommodation and the administration of justice.
- RECOGNITION and awareness of diversity, including a focus on awareness raising, the media and the arts, sport and tourism
- Full PARTICIPATION in Irish society, including a focus on the political level, the policy level and the community level.

A number of priorities were identified under each of these pillars. The project which is the subject of this research report is planned under the 'Protection' pillar, with the plan defining a challenge to build a range of proactive policies to combat all forms of discrimination on the grounds of race. However, it is clear that the development of a conceptual framework and principles to guide core funding for organisations representing migrant ethnic groups has relevance to all of the objectives noted above, and this is emphasised in various parts of 'Planning for Diversity'.

Under 'Inclusion', the building of an intercultural dimension into all government programmes and initiatives to combat poverty and social exclusion is identified as a further challenge. Under 'Provision', one priority is to "apply a whole system approach to ensuring that access to and the delivery of public services make reasonable accommodation of cultural diversity and take positive action measures". This is to be supported by a measure to develop a template to provide guidance for service providers in implementing the National Action Plan Against Racism, providing a mechanism through which an anti-racism and intercultural dimension to service provision can be developed with reference to the broader equality/diversity agenda. Under 'Participation', a critical aspect of ensuring full engagement in local and national decision making processes by migrant ethnic groups lies in the resourcing and capacity building of representative organisations. Finally, although actions under the 'Recognition' pillar are focused on raising awareness of diversity and the unique needs of migrant ethnic groups, such tasks can only be performed in an effective manner if the needs can be accurately gauged, and this will require the support of representative organisations in this regard.

Certainly, the National Action Plan Against Racism (NPAR) emphasises the importance of the community and voluntary sector in playing a key role in implementation of the plan and in promoting the participation of migrant ethnic groups in decision making processes in general. It identifies a key challenge of ensuring that local and community development support programmes and other potential funding and support programmes and strategies are fully inclusive of migrant ethnic groups and their needs. A consistent and coordinated approach by the funders of such programmes and strategies is therefore essential to contributing to the realisation of all of the objectives in the National Action Plan Against Racism. By developing a framework to guide this funding, the present study is attempting to provide an effective solution in this regard.

1.2.2 Immigration in Ireland

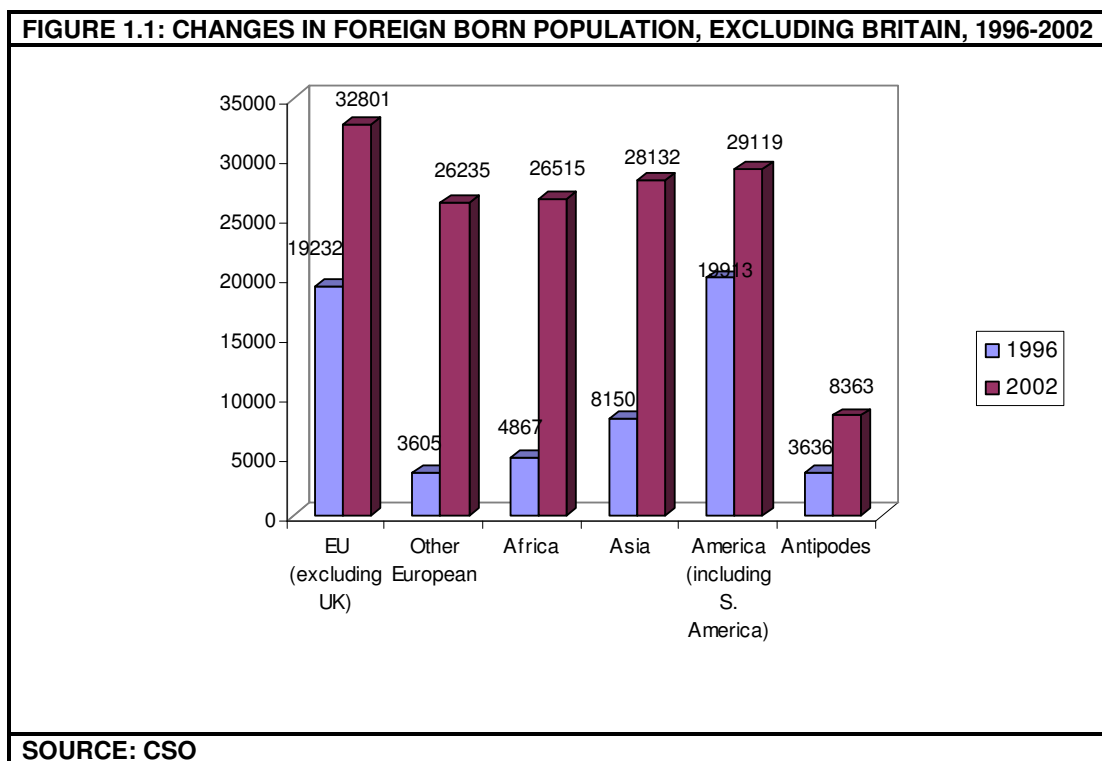
The National Action Plan Against Racism was published at a time when there was a growing need for intervention to ensure that the needs of migrant ethnic groups within Ireland were met. Ireland has been characterised by high levels of net in-migration in recent years, as illustrated in Table 1.1, and this has led to a significant expansion of the ethnic diversity of the population.

	2000	2001	2002	2003	2004	2005
	000					
Irish	24.8	26.3	27.0	17.5	16.9	19.0
UK	8.4	9.0	7.4	6.9	5.9	6.9
Rest of EU 15	8.2	6.5	8.1	6.9	10.6	7.1
EU 10	-	-	-	-	-	26.4
USA	2.5	3.7	2.7	1.6	1.8	1.6
Rest of World	8.6	13.6	21.7	17.7	14.9	9.0
Total	52.6	59.0	66.9	50.5	50.1	70.0

SOURCE: CSO Population and Migration Estimates, April 2005

Such trends are expected to continue in the future, with high levels of immigration anticipated over the next twenty years. The latest CSO forecasts predict annual net in-migration of some 20,000 per annum over the period 2006-2011, based on its medium growth forecast, with a high-growth forecast of 30,000 additional migrants each year.

Such trends have generated the impact of an increasingly ethnically diverse population within Ireland. Figure 1.1 highlights the growth in the foreign born population resident in Ireland between 1996 and 2002.



As Ireland has become more ethnically diverse, members of many migrant communities have begun to work together to ease the process of cultural, social and economic integration. Formal structures and organisations established to represent migrant ethnic groups at both local and national level have aided this process, as have wider initiatives which aim to address specific issues faced by these

groups. However, there is concern that the effectiveness of this activity has been constrained by a lack of resources, and the inability of existing funding programmes to adapt to the differences in characteristics between these new structures and organisations and those of their existing funding recipients. It has also been noted that such activity has not been consistent across every ethnic group nor area of the country. A key objective of this report will therefore be to examine the extent of government and non-governmental support for migrant ethnic groups in Ireland and identify how approaches to funding can be improved to ensure that appropriate organisations are effectively resourced, that programmes take account of the differing characteristics and needs of different groups and that support is accessible regardless of the nature of the group or their geographical location.

1.3 In This Report

Given the overall purpose of the study and the context in which the research is being undertaken as noted above, the remainder of the report is structured in order to provide a comprehensive analysis of the existing situation regarding the funding of migrant ethnic groups in Ireland, drawing out a framework and recommendations in order to improve effectiveness in this regard moving forward. This structure is as follows:

- In Chapter 2, the Terms of Reference for the study are detailed, with the methodology adopted for its undertaking then summarised.
- Chapter 3 provides an overview of the policy context in which the funding of migrant ethnic groups is being progressed, examining EU and national legislation, relevant national policy developments, and developments overseas that are worthy of consideration.
- Chapter 4 looks at the remits, responsibilities, approaches and activities (current and planned) of Government departments and state-funded agencies with regard to meeting the needs of migrant ethnic groups.
- Chapter 5 profiles the organisations representing migrant ethnic groups in Ireland, considering issues such as their coverage, status, structure, staff, funding and nature of activities.
- Chapter 6 maps the current sources of funding for organisations representing migrant ethnic groups in Ireland, both in terms of overall levels of support and the nature of funding assistance provided.
- Chapter 7 offers an assessment of the existing funding supports evaluating whether they are underpinned by a strategic rationale, are linked to the needs of the organisations, operate effective funding processes, convey sufficient information about access, and finally whether new funding processes are required in the future.
- Chapter 8 defines a conceptual framework to guide core funding of migrant ethnic groups in Ireland, outlining a series of key principles that must underpin the development of funding processes moving forward.
- Chapter 9 identifies the main conclusions of the study and proposes a series of recommendations to improve the effectiveness of funding for migrant ethnic organisations.

2. Methodology

2.1 Terms of Reference

The study undertaken by Fitzpatrick Associates, and hence the content of this research report, is based on the Terms of Reference defined at the outset of the exercise. These stipulated a number of research tasks that must be carried out by the successful tenderer in order to develop a conceptual framework and principles to guide core funding for organisations representing migrant ethnic groups.

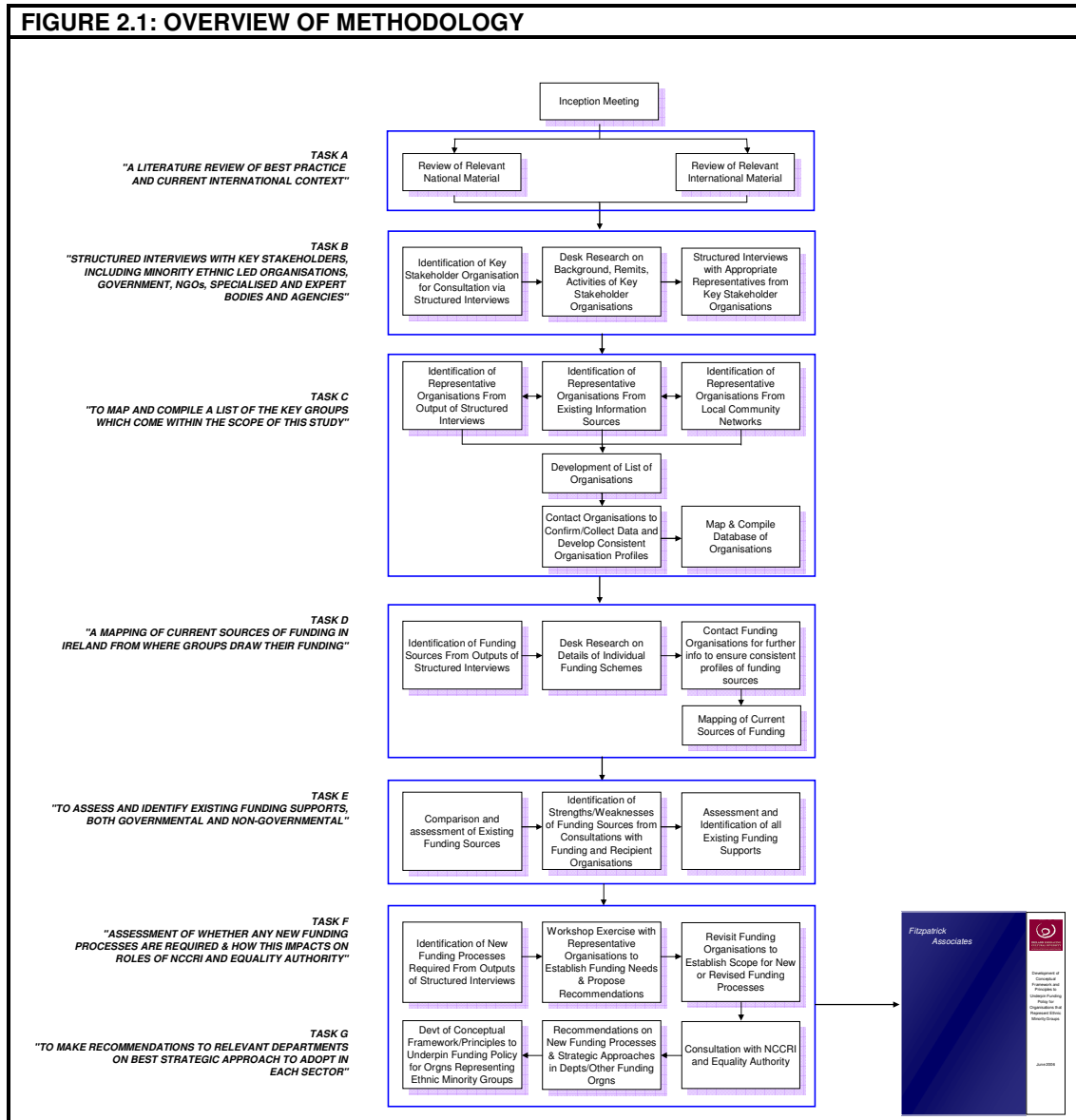
RESEARCH TASKS STIPULATED IN THE TERMS OF REFERENCE

- 1 Literature review of best practice and current international context
- 2 Structured interviews with key stakeholders, including migrant ethnic led organisations, Government and relevant NGOs, specialised and expert bodies and agencies
- 3 To map and compile a list of the key groups which come within the scope of this study
- 4 A mapping of current sources of funding in Ireland where groups draw their funding from.
- 5 To assess and identify existing funding supports, both Governmental and non-Governmental.
- 6 Assessment of whether any new funding processes are required and how this impacts on the roles of both the NCCRI and the Equality Authority.
- 7 To make specific recommendations to the relevant Departments as to the best strategic approach to adopt in each sector.

It was noted that delivery of the above research tasks would contribute to the adoption of a more strategic approach to funding issues and ensure that funding strategy is in line with policy in relevant areas. With many groups active across anti-racism, immigration, asylum and community and numerous organisations providing funding to these groups, particularly the Department of Justice, Equality and Law Reform, the Department of Community, Rural and Gaeltacht Affairs, and the Department of Social and Family Affairs, the profiling of the existing situation in this regard and development of a conceptual framework that ensures a consistent and coordinated approach to funding at national level was viewed as a critical step to progressing the delivery of the National Action Plan Against Racism. While members of the Travelling Community are included as a key target group within the NPAR, this group was not included as part of this study, as it was felt that it was important to focus on the unique problems faced by the new communities that are migrating to Ireland, an area requiring urgent attention given the rapid pace of demographic change in the country

2.2 Methodology Overview

The methodology adopted by Fitzpatrick Associates was framed by the seven research tasks stipulated, with a series of individual actions proposed to successfully deliver each task. An overview of this methodology is illustrated in Figure 2.1.



2.3 Research Undertaken

By adopting a methodology combining factual research, a comprehensive profiling exercise, and an extensive consultation process, a substantial knowledge base has been developed, and it can be confidently stated that the findings contained in this report are based on a broad consensus of various stakeholders and can be justified by the research undertaken. The discrete research phases undertaken in the review are discussed in detail below.

2.3.1 Inception

The research commenced with an inception meeting with the client, the Department of Equality, Justice and Law Reform in order to discuss the work programme, introduce the study team to the client, identify key contacts for consultation and agree the timescale for delivery.

2.3.2 Task A – Literature Review

Following the inception meeting, a review of all relevant national and international material was carried out in order to identify best practice elsewhere and examine the current international context. This included relevant legislation and policy documentation, research reports, information produced by migrant ethnic organisations, organisation directories, material funding programming literature and any other relevant material. A full list of material reviewed is provided in Annex 5.

2.3.3 Task B – Consultation with Key Stakeholders

Key stakeholders in government departments, state funded agencies and specialist bodies were consulted as a central part of the research process in order to gain an overview of the sector, the roles of the various actors involved and their views on current and future funding provision. It was also critical to meet with a wide cross-section of organisations representing migrant ethnic groups in order to discuss in-depth their individual experiences with regard to establishing and operating their organisations, their access to funding support and their funding needs going forward. In total, over 60 individuals with an interest in the funding of migrant ethnic groups in Ireland have been consulted over the course of the study, including 34 organisations representing migrant ethnic groups. Annex 1 contains a list of all those consulted during the course of the research.

2.3.4 Task C – Mapping and Profiling of Key Groups

In order to augment the findings from the stakeholder consultations, a profiling exercise of all the organisations representing migrant ethnic communities in Ireland was undertaken. Initially a list of organisations was built up using existing directories, the knowledge of individuals working within the sector, internet searches and assistance from contacts in the community and voluntary sector throughout the country. By using these multiple sources, the intention was to build up as comprehensive a list as possible and ensure that locally-based groups that had perhaps fallen under the radar screen in previous exercises were included within this study. Information was gathered on the contact details for each organisation, its target group, geographical coverage, objectives, status and main activities. This process was supplemented by the distribution to all organisations on the list developed of a short questionnaire, designed to collect basic information about each organisation and secure feedback on the main sources of funding accessed and their needs with regard to future funding. At the end of this task, the database of organisations produced has allowed us to develop a broad overview of the sector, consider any duplication of services, look for trends with regard to the type of organisations that tended to receive both statutory and non-statutory funding and identify the main funding gaps that exist in terms of meeting the needs of migrant ethnic communities in Ireland.

The final profile of organisations representing migrant ethnic groups in Ireland is provided as Annex 2.

2.3.5 Task D – Mapping and Profiling Current Funding Sources

The profiling of organisations noted above helped to ensure that we were aware of all of the individual funding sources that had been accessed by them since establishment. This fed naturally into the process of mapping all available funding sources, filling any gaps that had been left in building up a list of sources from information conveyed during the stakeholder consultations and drawn from the literature review. Information was then gathered about each funding source drawn directly from the funding organisation or by downloading any material online, allowing issues such as eligibility criteria, information provided, nature of the application form, approval and selection process, level and type of funding to be examined across each source. The resultant profile of current funding sources is provided as Annex 3.

2.3.6 Task E – Assessing & Identifying Existing Funding Supports

Following on from Task D, the funding sources identified were then compared and assessed in order to establish their relative strengths and weaknesses with regard to facilitating access by organisations representing migrant ethnic groups and the effectiveness of the funding provided. This assessment exercise also drew significantly on the output from the key stakeholder consultations, as these involved discussions with the main funding organisations and many groups that have received or wish to receive assistance, allowing their different perspectives on appropriate funding sources and processes to be highlighted. Existing funding sources were considered in terms of whether they were underpinned by a strategic rationale for intervention, on their links to meeting the needs of organisations, on the appropriateness of their funding processes, on the monitoring and evaluation systems in place, on the level of information available about the source and about other issues such as focus on integration activities and encouragement of partnership working between groups. Taking all this into account, and drawing on wider research with regard to funding for the sector, the need for new funding processes was then examined, looking first at the areas where there was a need for additional resources, and then at the need for new approaches to the delivery of funding to organisations representing migrant ethnic groups.

2.3.7 Task F – New Funding Procedures

Task F aimed to build on the work of Tasks A-E by putting forward recommendations with regard to new funding processes, particularly in formulating the exact requirements in the introduction of any new process, and ensuring that any recommendations are based on the agreed needs of organisations representing migrant ethnic groups. In this regard, a series of four workshops were held with the representative organisations identified in the profiling exercise (two in Dublin, one in Cork and one in Galway), to guide this process. The structure used to facilitate discussions in these workshops is provided as Annex 4. The workshops helped significantly to firm up on the recommendations that should be put forward with regard to the introduction of new funding

procedures, and also on the key principles that should form the basis of a conceptual framework to guide core funding of organisations in the future.

2.3.8 Task G – Recommendations to Departments

The final phase of the research has involved the drawing up of a series of recommendations for individual government departments, and for the development of funding for representative organisations in general, using the findings from the research carried out under Tasks A-F. It has culminated in the production of this final report, which details all of these findings, describes a proposed conceptual framework to guide core funding of organisations representing migrant ethnic groups, and proposes recommendations to make funding more effective in the future.

3. Policy Context

3.1 EU and National Legislation

3.1.1 EU Legislation

Legislation at both EU and national level has clearly played a pivotal role in shaping immigration patterns into Europe and Ireland. It is important to understand just how policy has developed in this regard in order to identify the underlying reasons for migration into Ireland in the past, and also to gauge how this will develop in the future.

Prior to 2004, free movement of those legally present in the European Economic Area (all 15 EU States, plus Norway, Liechtenstein and Iceland) was guaranteed between member states. This principle was enshrined in EU legislation including the Schengen Agreement (1985), the Amsterdam Treaty (1997), and the Nice Treaty (2001) (Statham and Gray, 2005; Cuevas Rodriguez, 2004). Such agreements allowed those legally present in the EU to move freely throughout Europe without a passport (with the exception of Ireland and the UK), and also allowed citizens of any EU country to live and work in another member state without a work permit. This legislation was viewed as helping Europe's economy to grow, facilitating competition in global markets.

However, the same approach was not adopted for those living outside the EU who wished to come and work within one of its members states. Although individual states had their own policies with regard to non-EU migration, in general a closed-border approach was employed across the Union to non-EU citizens. The principle of free movement within the EU member states has also now been revised since the addition of the ten new member states which joined the EU in 2004, with 12 of the original 15 Member States imposing labour market restrictions on citizens of the accession countries. This meant that an individual from one of the ten new states would have to apply for a work permit to obtain the right to employment within the 12 states that implemented this policy. Ireland, the UK and Sweden were the only three countries to give members of the 10 accession states access to live and work in their countries in 2004 with no restrictions. Recently however, with the admission of Romania and Bulgaria into the EU, the stance of these three states has matched those of the other twelve, with a work permit system put in place for Romanian and Bulgarian nationals that wish to work in any of the 15 original member states.

Such relatively restrictive migration policies have been implemented in spite of the growing concerns over the ageing population of Europe. It has been acknowledged that the number of foreign-born residents in the EU remains low (Widgren, 2002). However there is little sign of policy becoming more liberal moving forward despite the continuing enlargement of the EU, and it would seem as if migration patterns in member states will increasingly become determined by the work permit system

implemented by a particular country, which presumably will be directly related to the demand for labour within the economy.

While the flow of migrant workers into Europe was carefully managed over the latter half of the twentieth century, the UN Geneva Convention (1951) required European countries to have a primary responsibility to protect refugees. In 1999, the Tampere European Council reaffirmed the commitment of EU member states to respect the rights of asylum seekers. Over the 1990's, the number of people applying for refugee status in Europe rose dramatically, as a result of a number of international conflicts and the break up of the Soviet Union (Statham and Gray, 2005). However, since 2000, there has been a slowdown in the number of applications received by European states. For example, the 25 EU States received 46% fewer requests for asylum in 2005, compared with 2001 (UNHCR, 2006). Recent more stringent policies with regard to acceptance of asylum seekers, such as a directive ratified in late 2005 which outlined safe third countries to which asylum seekers can be directed without having their claims heard in an EU member State, have contributed to this decrease. Relative political stability has also been responsible for this slowdown

3.1.2 Irish Legislation

The nature of the EU means that there is pressure on the individual member states to develop harmonised policy approaches to immigration. A further issue is the Common Travel Area shared with the UK, which means policies with regard to immigration must be developed with the approval of the other state to preserve this agreement. Watt (2002) has noted how these constraints on policy development present Ireland with a key challenge given recent and anticipated migration trends.

IRISH IMMIGRATION POLICY AND HARMONISATION WITH THE EU

Ireland and the UK are in a unique position in the European Union because on one hand they need to ensure bilateral harmonisation of immigration policy in order to preserve the Common Travel Area between Britain and Ireland and on the other hand they need to ensure multilateral harmonisation with the other EU States in order to preserve existing commitments arising from EU Treaties. Even with 'opt out' rights preserved under the Amsterdam Treaty, it is unlikely that there will be much latitude for Ireland and the UK to stray too far from other EU states in the European harmonization project. This creates a range of challenges and tensions in respect of the reform of Irish immigration and residence policy.

Watt, 2002, 'Introduction and Overview' in *Migration Policy in Ireland, Reform and Harmonisation.*

It is however important to acknowledge that, despite these constraints, Ireland has followed a different path to the rest of Europe in terms of its policies and practices regarding immigrants. Up until the 1990's, Ireland was associated with high levels of emigration, unlike much of the rest of Europe. The rapid economic growth which occurred in the 1990's meant that Ireland became the last EU member state to become a country of net immigration, as foreign workers along with returning

Irish emigrants arrived in Ireland in response to the growing demand for labour (Ruhs, 2004). Ireland's labour migration policies had to be revised and developed over a short period of time in order to reflect the needs of the rapidly growing economy. As a result, Irish migration laws became among the most liberal in Europe, a principle reinforced by the decision to allow free labour market movement for citizens of the accession states as noted above.

Between 1991 and 2004, the biggest increase in immigrants coming to live in Ireland was among those from outside of the EU (Ruhs, 2005). The majority of these entered Ireland as work-permit holders, although non-EEA nationals coming to study in Ireland also make up a significant proportion of the total number of non-EEA nationals now living in Ireland. Due to a shortage of workers in many economic sectors in Ireland in recent years, namely construction, IT, health or social care, the number of workers from outside the EEA entering these sectors in Ireland has increased dramatically, explaining in part the diversity in the country of origin of immigrants. Changes to the visa system that make it easier for non-EEA nationals to come and work in Ireland have also played a role in this increase. Table 3.1 below shows the country of origin of work permit holders in Ireland in 2004.

TABLE 3.1: TEN COUNTRIES WITH THE HIGHEST NUMBER OF WORK PERMITS ISSUED, 2004	
Country	Number of Work Permits Issued
Philippines	4301
Ukraine	2137
Romania	2113
South Africa	2031
Poland	1915
Brazil	1512
China	1284
India	1253
Lithuania	1238
Latvia	1201

SOURCE: Department of Enterprise, Trade and Employment

Some 28,000 non-EEA students were registered in Ireland in Spring 2005. This figure has been increasing significantly over the last number of years; in 2004, the figure was 21,270. Much of the increase is due to Chinese and other Asian students arriving for short-term English-language courses (Migration News, 2005). As many other countries, such as the USA, have tightened up their visa requirements, Ireland has become more attractive as a study destination. However, Ireland's lax policies have created some difficulties. There has been significant abuse of the student entry door, with some schools charging a tuition that some students who require visas to come to Ireland see as a "visa-and-work permit fee" (students do not need work permits while working part time in Ireland). There have been cases of schools admitting students that had no facilities to teach them, and of

students arriving but not attending classes. As a result, visa requirements were tightened up in 2005. However, compared with other countries, Ireland's regulations are relatively relaxed (Migration News, 2005).

While migration policy is liberal in Ireland, the state moved to counteract fears that unemployment would rise as a result of nationals from the accession states moving to the country to take advantage of a relatively good social welfare system rather than to gain employment. It has thus adopted a policy of restricting access to a number of social welfare payments, allowing it to better 'manage' the number of migrant workers from the accession states entering the country (Ruhs, 2004). The main legislative mechanism used in this regard was the introduction of the Habitual Residence Clause in the Social Welfare Consolidation Act 2005, where access to a range of social welfare benefits was limited to those who were habitually resident in the state. The definition in this regard was listed within Section 246 of the Act as "it shall be presumed, until the contrary is shown, that a person is not habitually resident in the State at the date of the making of the application concerned unless he has been present in the State or any other part of the Common Travel Area for a continuous period of 2 years ending on that date."

Ireland's approach to asylum seekers has also been quite different to that of the rest of Europe. It has been noted that the policy of granting permanent residence to non-national parents of Irish-born children led to a rapidly increasing number of applications for asylum, up until the Supreme Court ruling in 2003, which removed this automatic right (Ruhs, 2004). Both the large increase of applications leading up to the ruling, and the ruling itself were the subject of much national debate. Since 2003, the number of applications for asylum in Ireland has fallen, with some commentators attributing this to the legislative change in relation to Irish-born children, although it must be acknowledged that the decline in applications mirrored the trend across the EU as noted above.

Prior to the recent decision on restricting access to the Irish labour market by Romanian and Bulgarian nationals following their accession to the EU in 2007, there was much debate about this issue and indeed its relationship to the development of future immigration policy in general. While the ESRI recommended the restriction of workers from the two countries through a permit system (Barrett, Kearney and McCarthy, 2006), the NESF favoured a similarly open approach to that adopted for the first ten accession states, noting that the scale of migration from Romania and Bulgaria was unlikely to match that of Polish nationals arriving in Ireland since 2004 (NESC, 2006). The ESRI believes that the continuation of Ireland's current liberal policy may create problems with regard to unemployment levels over the next few years, if the immigration rate remains high, and the economy begins to slow down (Barrett, Kearney and McCarthy, 2006).

The decision by the Irish government to introduce a work permit system for workers from Bulgaria and Romania would seem to be indicative of a general change in policy in Ireland that intends to establish a direct relationship between immigration policy and labour market requirements. 'Ahead of the Curve', the report of the Enterprise Strategy Group, a policy think-tank established by the

Government to make recommendations with regard to enterprise policy, proposed the adoption of a skills-based migration policy in July 2004. This was accepted within the Enterprise Action Plan produced by the Department of Enterprise, Trade and Employment published in March 2005, and was subsequently formalised in the adoption of the Employment Permits Bill 2005. This Bill adopted a three pillar approach to putting in place an actively managed economic migration policy, consisting of:

- Pillar One, establishing for the first time in Ireland, a Green Card system for occupations where there are skills shortages, which will be for a restricted list of occupations in the annual salary range from €30,000 to €60,000 and for a more extensive list of occupations in the annual salary range above €60,000.
- Pillar Two, re-establishing an Intra-Company transfer scheme for temporary trans-national management transfers.
- Pillar Three, introducing a Work Permit scheme for a very restricted list of occupations up to €30,000, where the shortage is one of labour rather than skills.

All of this legislation at both EU and national level has been a key determinant of the profile of new migrants moving to Ireland in recent years, and will continue to shape migration flows in future. It is also critical to consider how policy has developed with regard to immigrants after they arrive in Ireland, and this subject is addressed In Section 3.2 below.

3.2 National Policy Developments

As a result of the rate at which migrant workers and asylum seekers began arriving in Ireland during the 1990's, significant policy development in this area has been a relatively recent occurrence. Ireland's commitment to developing policies to help members of new communities integrate and assimilate into Ireland was notably strengthened following the UN World Conference Against Racism in South Africa in 2001. Up until this point, the main legislative protection of non-national workers was via the Employment Equality Act (1998) and the Equal Status Act (2000). Under the earlier act, discrimination was outlawed in the workplace under nine grounds: gender, marital status, family status, age, race, religion, disability, sexual orientation, and membership of the Traveller community. The Equal Status Act outlawed discrimination in employment, vocational training, the provision of goods and services, accommodation and education. Since then, the Equality Act (2004) has also been introduced to update the earlier legislation.

Following the UN World Conference, the National Action Plan Against Racism was drawn up to ensure cultural diversity would be accommodated in Ireland, as outlined in Chapter 1. It represented a major step forward in policy development, as it laid down a series of benchmarks for each Department to meet, including a requirement to develop an intercultural strategy for education, healthcare, social services, childcare, accommodation services, the prison services, courts, probation and welfare and refugee application. A further key component was the establishment of detailed

targets for the delivery of various public services. The plan also stipulated that all government departments, local authorities, social partners and the community and voluntary sector had a role to play in bringing its specific aims to fruition.

The government's commitment to implementation of the plan was highlighted through the launch of a grant scheme in parallel with its publication. Throughout 2005, the Steering Group of the National Action Plan Against Racism provided a total of €525,000 to organisations working with ethnic minorities. This funding was targeted on raising awareness about racism, highlighting cultural diversity, and developing actions, initiatives and projects in areas of sport, recreation and the arts that encouraged participation and involvement of ethnic migrant groups.

While the National Action Plan Against Racism was being developed, the National Partnership Agreement for 2003-2005, *Sustaining Progress*, was also in the process of being drawn up. The government's commitment to ensuring members of the new communities integrated effectively into Irish society was further enhanced by focusing one of the ten Special Initiatives for priority attention introduced by the agreement on the subject of 'Migration and Inter-culturalism'. Under the Initiative, it was hoped that a policy framework on migration would be developed (i.e. the NPAR), along with a public awareness programme (the *Know Racism* Campaign), a medium term economic policy and a long-term approach to migrants and their needs. As a result of the objectives laid out in the agreement, an anti-racism inter-cultural programme was introduced at every level of the education system, and educational facilities to cater for increased cultural diversity and improve conditions for migrant workers were introduced.

Towards 2016, the new national social partnership agreement that will frame policy development from 2006-2015, has also outlined a series of commitments with regard to some targeting the needs of new migrants. It outlines a plan to develop a comprehensive strategy to address general integration policy. The strategy is to focus on all legally resident immigrants, will drawn on extensive consultation with relevant stakeholders including the social partners, and will build on and be linked with progress already achieved in the areas of social inclusion and anti-racism. The agreement also commits the Government to action on improving educational opportunities for migrants, particularly with regard to English-language provision.

One aspect of migration policy which has been highlighted as an area in need of improvement is the area of family reunification. Under current legislation, non-EEA nationals with a work permit are entitled to apply to have members of their family join them once they have been in employment for twelve months prior to the date of application and have been offered a contract for a further twelve months. Those with refugee status may also apply to have certain family members join them in Ireland. A report recently produced by the Immigrant Council of Ireland outlined long delays in the processing of applications and a lack of information available on the regulations and application process (Immigrant Council of Ireland, 2006). The Government has put forward proposals to amend the system in the forthcoming *Immigration and Residence Bill*, which is expected to be published

before the end of 2006. The Bill is expected to ensure that procedures for family reunification will be more transparent, accessible and facilitate a greater reunification levels for migrants in Ireland.

Research has also been carried out on the impact of low skilled workers coming into the country, and the negative effects this may have on the economy, as wages rates among the low skilled occupational groups could decrease, thus leading to an increase in unemployment among this skills group (Barrett, Bergin and Duffy, 2006). There is evidence to suggest this may already be occurring, with homeless service providers for homeless people reporting an increase in the number of people from Eastern Europe requiring shelter and support (TSA Consultancy, 2006).

Of course, the issue of funding in order to support integration of new migrants is a key focus of current policy development, as reflected in the commissioning of this research. A lack of support for the community and voluntary sector, and specifically for ethnic migrant groups, to deliver integration-related activity has been identified as a key barrier to progress in implementing a successful integration policy, with a number of studies highlighting problems in this regard.

Research carried out in 2002 noted the short history of race equality infrastructure in Ireland, and also a fairly adversarial relationship between the government and the voluntary sector as a whole (Feldman and Frese, 2005). The study indicated that, while funding was a central barrier to the successful development of migrant ethnic led organisations (MELOs), other factors, such as a lack of familiarity among stakeholders and the vulnerability of diasporic and dispersed communities, also effected the development of this sub-sector (Feldman and Frese, 2005). The tension between 'mainstream' or well-established Irish-led NGOs and MELOs was also noted, due to the competition between the two groups for existing scarce resources. A sense of frustration and resentment by immigrants and members of migrant ethnic groups also became evident from the research, with a perception that well-established Irish-led NGOs were able to access funding to run programmes that they themselves could be doing as effectively. This approach ignored their desire to establish their own representative organisations and their belief that this was the only mechanism by which their needs could be successfully articulated and subsequently met. Feldman and Frese recommended that joined-up sector planning and strategic funding was necessary to support the development of ethnic-led organisations (Feldman and Frese, 2005).

A position paper drafted by Cairde, Integrating Ireland, Immigrant Council of Ireland, Irish Refugee Council and the Migration and Citizen Research Initiative in UCD, and endorsed by the NCCRI, is based on this premise that ethnic-led organisations have not been able to access key supports and funding. The paper recommends that a dedicated budget line for new communities be introduced by the Government and appropriate departments as the programmes currently in existence have had "a very limited impact on the full development of immigrant migrant ethnic-led organisations and have therefore not brought about the full participation and development of these key groups" (Integrating Ireland, 2005). According to the authors, organisations representing the new communities move

through three stages of development, and so grants should be available to mirror each phase. The three stages of development outlined in the report include:

- **Pre-development**, whereby organisations are in the initial stages of development and are generally responding to difficulties experienced by members of their community. Resources needed include practical supports such as the use of office facilities, as well as technical and capacity building support.
- **Mid-developing**, which includes organisations that have completed projects, an organisational needs analysis or consultation and are in need of interim funding to carry out a needs analysis of their community and funding for developing project work.
- **Developed** organisations are aware of the needs of their communities, have established a strategic and action plan and are in need of long-term funding for staff, premises and assets (Integrating Ireland, 2005).

This approach has been discussed with stakeholders from both governmental and non-governmental organisations, throughout this research process, and its appropriateness in terms of future policy development will be examined in-depth later in this report. It is clear however, that there exists a need to develop a more needs-based response to meeting the needs of the new migrant communities in Ireland. The NCCRI has noted that neither the market-led nor ‘practically zero’ immigration policy approaches have worked and “are now proving inadequate to deal with the dramatic changes in the pattern of inward migration in recent years” (Watt, 2002). The recently published NESC report on ‘Migration Policy’ also acknowledges that Ireland needs to develop more coherent migration and integration policies to ensure that it continues to benefit from immigration (NESC, 2006). This evaluation of Irish migration policy draws strong conclusions with regard to the approach that Ireland must take in order to ensure successful integration of migrants and how social policy must be adapted in order to meet the challenges of the significant inflows of migrants.

MIGRATION POLICY – INTEGRATION AND THE ADAPTION OF SOCIAL POLICY

Ireland's relatively successful early experience of migration does not guarantee that migrants will integrate sufficiently into Irish society or the Irish economy. While government must play a leading role, successful integration hinges on a vibrant civil society. The main approach to integration should be adaptation of mainstream policies and services, rather than creation of separate services for migrant groups. Language competency should be a cornerstone of integration policy.

Migration poses two challenges to social policy: increased scale and more diversity. These differ in each service area – education, health, housing, social welfare, policing and justice. There are some issues that arise in all areas. These include improving the collection and use of data, enhancing the ability of staff to deal with a diversity of users, understanding the vulnerabilities of women in the migration-integration process and providing the public with better information on service entitlements and standards.

Migration Policy, National Economic and Social Council, September 2006

The NESC study pinpoints some critical issues that must be considered in the implementation of any new arrangements with regard to funding migrant ethnic groups in Ireland. Firstly, the objective of securing effective integration by adapting mainstream services in preference to dedicated services targeting migrants, would suggest that assistance to migrant groups should be tailored to ensuring that they can identify and articulate their needs to mainstream service providers and subsequently secure equal access to those services. Secondly, the report acknowledges that to address the challenges presented by the arrival of new and diverse communities, the scale of social policy intervention may have to be increased, with additional resources required to meet emerging needs. The other issues identified, such as ensuring that sufficient data is available to plan service delivery, that staff providing services are skilled in understanding the needs of migrant ethnic communities, that gender issues are taken into account and that information on rights and standards of service are available, must all be key principles of any approach to planning the funding of migrant ethnic groups moving forward.

3.3 Relevant Developments Overseas

In addition to detailing the legislative and policy developments at EU and Irish levels, it is also worthwhile considering the different experiences with regard to migration policy and funding of migrant ethnic community organisations in other countries. In this section the approaches in the UK, Canada and New Zealand are discussed, given the relevance of a number of developments within these countries to the challenges now being faced in Ireland. An overview is also provided of the key lessons to be learned from these international experiences moving forward.

3.3.1 UK

The UK has adopted an interesting approach with regard to funding of the community and voluntary sector that aims to take account of the structural and financial difficulties faced by such organisations in acknowledgement of the critical role that they fulfil in helping to deliver public services (Brown, 2006). In 2000, a 'Compact' was drawn up providing a partnership framework between the government and community and voluntary sector, formalising the responsibilities of each with regard to the progression of activity. This Compact, revised in 2005, is guided by a number of codes of practice, one of which identifies best practice in relation to funding, stipulating a series of key principles in this regard.

KEY PRINCIPLES TO GUIDE FUNDING OF COMMUNITY AND VOLUNTARY SECTOR UNDER UK COMPACT AGREEMENT

- Value for money;
- Procedures that are consistent with the principles of good regulation and the need to provide effective protection of, and proper accountability for, public money;
- Respect for the sector's independence;
- Improved sustainability and longer-term planning, for example, through multiyear roll-forward funding;
- Recognition of core costs and the different ways these can be met;
- Support for the sector's infrastructure;
- Fair access to strategic, project and contract funding;
- Improved co-operation and consistency between departments;
- Clarity in funding conditions; and
- Joint approach to monitoring and evaluation

The Compact Working Group and Active Community Unit, Home Office, 2005

The implementation of these principles should help to ensure that a wider base of community and voluntary organisations can access funding to meet the needs of the target groups they represent. It has been noted within the UK that community and voluntary sector support has been significantly concentrated on the larger, longer established organisations. A report produced in 2002 analysing funding for the community and voluntary sector estimated that the 140,000 'general charities' in the country had a total income of £15.6 billion in 2000–01. However it also estimated that those organisations with incomes of over £1 million per year (1.4% of the total) accounted for 61% of total income and the largest 200 organisations for 34% (Jas et al, 2002).

Of course there are many justifiable reasons for why these larger scale community and voluntary organisations attract such a substantial share of resources, but there is also a growing recognition of the problems faced by newer, smaller organisations in accessing funding, even when they can demonstrate a clear need among those that they represent. In particular, the UK Government has

recognised that 'inflexible interpretation of Government Accounting requirements by funding bodies can, and often does, cause problems in achieving effective outcomes' (HM Treasury, 2006). In order to improve the situation, the Government stipulated that, in deciding what specific rules to apply to individual funding streams, funding bodies should consider the following:

- Proportionality: rules about controls over payments; information requirements; monitoring and evaluation; and external inspection and audit should always be proportional to the level of and risk to the funds involved;
- Well-managed risk taking: funding bodies should not be overly 'risk averse' in making funding decisions. Funding bodies should consider the level of risk associated with particular funding recipients, and be prepared to vary the framework of control (outlined in the point above) accordingly in order to ensure the most effective balance of risk between the funding body and the third sector organisation; and
- Attention to outcomes: funding bodies clearly need to focus some attention on the 'process' of awarding funds, and on the appraisal, evaluation, and audit requirements they may wish to apply. But the primary concern for funding bodies should be whether the framework they develop for funding decisions contributes to achieving the outcomes desired for those funds. Note that 'outcomes' (the generic result of any inputs or outputs) has a different meaning to 'outputs' (the measurable or numeric results from any given input).

The report also recommended that funding bodies must be clear with recipients about the nature of the financial relationship they are entering into, both at the outset and as the relationship develops.

In Scotland, there has been further work on funding more specifically related to community and voluntary organisations representing migrant ethnic communities. A review of funding procedures for black and migrant ethnic voluntary sector organisations was carried out in 2001. In spite of a general national focus on promoting equality and tackling social exclusion in public policy, the study found that this was not reflected in grant provision to black and migrant ethnic groups. It discovered that the lack of a strategic approach among funding bodies had led to problems with availability and provision of funding for these groups in Scotland. Among the particular difficulties identified were:

- Lack of capacity building for such groups;
- A lack of data on the amount of money disbursed to black and migrant ethnic groups;
- Limited access to mainstream funding;
- Limited access to longer-term funding;
- Limited access to small-scale, start-up funding;
- Geographical gaps in funding;
- Methods used to disseminate information on funding streams are inaccessible to black and migrant ethnic groups;
- Language barriers;
- Existence of inappropriate criteria; and

- Lack of advice and support in completing funding application forms.

The review recommended that a national and local framework be developed for the provision of funding in order to address these gaps. It also proposed that information on the disbursement of funding to black and migrant groups be collected (Reid-Howie Associates, 2001).

Another development is worthy of note in Scotland, particularly with regard to how departments can work to ensure that mainstream services cater for the needs of migrant ethnic communities. The Scottish Executive Health Department recognised the need to improve the health care of Scotland's migrant ethnic groups (which constitute just over 2% of the national population). In 2000, it thus supported a comprehensive audit of how each of the fifteen National Health Service Boards were performing in this area and identified the existing gaps and weaknesses. This resulted in the issuing of the Fair for All Health Department Letter 2002, which outlined new responsibilities for health boards in order to ensure that they provide a service which recognises and meets the diverse needs of people of different cultural backgrounds, including making provision for religious and cultural beliefs, catering for communication and language diversity and involving users in service development. A three year action plan was devised to implement Fair for All, based around five major policy strands: Energising the Organisation; Demographic Profile; Access and Service Delivery; Human Resources and Community Development (Scottish Executive Health Department, 2002).

To support this process, in 2002 the National Research Centre for Ethnic Migrant Health was introduced, staffed by a Director, four project managers and two project secretaries. Since establishment, it has concentrated on three key areas: policy development, training and ethnic monitoring and analysis. It is committed to maintaining a balance between the need to develop the evidence-base with more practical, tangible changes on the ground. The achievements thus far have included;

- Comprehensive training needs analysis of all Health Board staff in Scotland.
- On-line guidance for health practitioners for refugees and asylum seekers
- Report on the epidemiology of diabetes amongst Scotland's migrant ethnic groups.
- Needs assessment for screening in Haemoglobinopathies.
- Briefing paper on partnership working.
- Literature review of health and migrant ethnic young people.
- Race impact assessment of mental health and well-being policies and practice.

The National Research Centre for Ethnic Migrant Health has also developed an effective working partnership with the Commission for Racial Equality, with a National Assessment Framework developed to progress race equality issues. The NRCEMH is now progressing with two key components of this framework, supporting the undertaking of race impact assessments and the formation of performance indicators that will require to be monitored in health boards annual performance assessment frameworks.

3.3.2 Canada

In Canada, there was acknowledgement that a more structured framework was required for funding of community and voluntary sector organisations, culminating in the publication of the Canadian *Code of Good Practice on Funding* in 2002. This document set out responsibilities and funding practices for community and voluntary organisations and the Government of Canada. Central to the code are the following principles:

- Enhanced ability for each sector to carry out its mandate;
- Greater transparency, consistency and understanding between both sectors;
- Clear and balanced accountability in the funding process;
- Good funding policies and practices that are applied widely; and
- Strengthened sustainable capacity of voluntary sector organisations.

During the development of the Code, securing funding to address administrative issues was identified by voluntary organisations as one of their most problematic areas. Despite introduction of the Code, a study carried out in 2003 by the Canadian Council on Social Development identified some worrying characteristics of the approaches being adopted by funding bodies, one year on from its publication (Scott, 2003):

- Funders are adopting an increasingly targeted approach to funding.
- There has been a marked shift away from a core funding model, which funds organisations to pursue their mission. The new model is project-based and is characterised by contracts that give funders increased control over what the organisation does and how it does it.
- Funders are reluctant to fund administrative costs that cannot be directly tied to a project or program.
- Funding is being provided for shorter periods of time, and is increasingly unpredictable.
- Reporting requirements have increased.
- Funders are increasingly requiring organisations to make joint submissions with other project partners and to demonstrate that they have secured funding from other sources – either financial or in-kind contributions – before extending their support.

These characteristics had some negative consequences for the voluntary organisations in receipt of such funding, including the inability to plan ahead, a lack of focus on the mission of the organisation, a substantial reporting burden and a difficulty in managing the ‘matched funding’ system (Scott, 2003).

While changes in practice were not immediately apparent following establishment of the Code, a study commissioned by the Voluntary Sector Forum in Canada looked at progress in this regard three years on from the launch. It examined the extent to which funders were adhering to the principles of the code, particularly in relation to the funding of administrative issues (Eakin, 2005). Within the

study, thirteen voluntary organisations in receipt of government funding were surveyed on their experiences of working with various governmental funding bodies. This exercise identified two distinct funding models. One model supported and recognised voluntary sector organisational capacity as a key component of successful programme delivery. Funding bodies using this approach funded the administrative costs and engaged in fund management practices that were supportive of project outcomes. The other model identified aimed to retain a high level of control and monitoring of financial expenditures. Within this model, organisational administrative costs were not funded and the fund management processes employed were not supportive of project outcomes. Organisations in receipt of this type of funding found the second model to be enormously time consuming, excessively restrictive and often created significant liabilities for the voluntary sector organisations and their Boards of Directors (Eakin, 2005).

A number of supportive practices were however identified by the voluntary organisations surveyed, indicating that it is possible to “fund well” (Eakin, 2005).

- Clear definition of administrative expenses that includes shared infrastructure;
- Negotiated “fair” administrative cost formula;
- Central administrative costs funded as percentage of program expenditures;
- Per Diem (inclusive of administrative overheads);
- Multi-year Agreements;
- Results focused management; and
- Satisfactory Dispute Resolution.

Other analysis of support and funding for organisations representing migrant ethnic groups has also been undertaken in Canada. As is the case in Ireland, integration plays a central role in national immigration policy. Settlement and integration programmes and services are integral features of the immigration programme, and the Government recognises the importance of investing in newcomers (CIC Canada, 2003).

The issue of funding for organisations representing migrant ethnic groups in Canada has also proved to be a contentious issue. A review of Government programmes on the integration of ‘newcomers’ into Canada, carried out by the Standing Committee on Citizenship and Immigration in 2003, indicated that there was some room for improvement in this regard (Standing Committee on Citizenship and Immigration, 2003). The report made a series of recommendations in relation to the integration of newcomers, including:

- Visa officers and provincial representatives overseas should provide information to successful applicants for permanent residence so that the newcomers can contact settlement agencies and other organizations that assist immigrants in the regions in which they intend to settle. Provinces that do not have representatives overseas should be encouraged to promote themselves in this manner.

- To address gaps in service, Citizenship and Immigration Canada should develop a better coordination strategy for the various federal and provincial departments involved in the provision of settlement services. Provinces without a settlement agreement with the federal government should be encouraged to pursue such an arrangement.
- Overall funding for settlement programs should be augmented to reflect the increase in immigrant arrivals with a benchmark of \$3,000 per newcomer being dedicated to settlement services.
- Citizenship and Immigration Canada should participate in discussions with service provider organizations and the provinces to ascertain the most appropriate funding models for settlement services. In reviewing national funding formulae, Citizenship and Immigration Canada should consider a per capita model that would ensure that basic settlement services are available in all regions.
- There should be greater flexibility in determining the length of time individuals are eligible for particular settlement services, with the determination of eligibility being primarily guided by the client needs assessment done by the service provider organization.
- Citizenship and Immigration Canada should ensure that higher levels of language instruction for newcomers are available throughout the country and should work toward implementing national standards.

The report also recommended that the existing “economies of scale” funding model for service provider organisations for settlement services targeting immigrants be replaced with one that would be “transparent, impartial, relatively simple, and responsive to shifts in recent immigrant flows”. The new model consists of a maximum reduction rule to limit funding decreases in any one province or territory in any one year, thus preserving infrastructure. The model also takes into account different cost factors in larger and smaller regions, and a minimum allocation rule is applied to territories with low immigrant intake.”¹

3.3.3 New Zealand

Over the last number of years, there has been a concerted policy effort in New Zealand to try to ensure that work carried out by the community and voluntary sector receives the appropriate recognition by national government. This development resulted from the acknowledgement of a series of difficulties faced by community and voluntary organisations that limited their effectiveness. As a result, the Office for the Community and Voluntary Sector was established in 2003 to address overarching issues affecting the community and voluntary sector, and to raise the profile of the sector within government. Following the establishment of the Office, many supports have been put in place for community and voluntary sector organisations, including various websites with information on funding and other supports aimed at sharing information and provision of training for the sector (e.g. www.fis.org.nz; www.charities.govt.nz; www.community.net.nz; www.nzfwo.org.nz/cst). In addition,

¹ Government Response to the Report of the Standing Committee on Citizenship and Integration, October 2003

greater emphasis has been put on a partnership approach between the government and community organisations, in order to ensure Many of the difficulties being looked at in New Zealand are similar to those cited by organisations representing migrant ethnic groups in Ireland, and can be summarised as follows:

- Organisations are left out of the policy-making loop;
- Organisations feel undervalued;
- Lack of support for organisations by government;
- Lack of funding;
- Lack of understanding by government officials about how their organisations operated or the processes involved;
- Difficulties around accounting structures; and
- Struggle to maintain independence (Community and Voluntary Sector Working Party, 2001).

However, despite the steps taken by Government, there remains inflexibility within the guidelines for government agencies contracting with or funding community and voluntary sector organisations. These guidelines place a great deal of emphasis on ensuring that government departments and agencies get value for money and little on dealing with the organisational issues cited above. Some of the principles outlined in the guidelines are summarised below:

- Contracting should reflect the needs of the ultimate users or recipients of the service;
- Contracts should provide appropriate accountability for public money;
- Contracts should represent value for the public money;
- The quality of service delivery will usually be of central importance;
- The Crown and its organisations should act in good faith; and
- Government agencies should understand the nature of the organisations they and the Crown contract with (Community and Voluntary Sector Working Party, 2001).

There still exists concern in New Zealand that the principles currently in place for funding community and voluntary organisations do not adequately reflect the needs of the latter and there is significant pressure to develop a framework that takes account of the needs of both sides of this process. The New Zealand Federation of Voluntary Welfare Organisations (2006) has called for changes to the tax regime, including the establishment of a tax rebate regime for charities and would like the system whereby charities cannot claim imputation credits against their taxable income as they have taxation exemption status.

3.3.4 Overview

The pace of change in terms of the diversity of ethnicity of the Irish population is unparalleled in any other state, particularly given the relatively small population, meaning a very significant proportionate impact of existing levels of in-migration. This does not however mean that learning cannot be taken

on board from overseas, to consider how policy and funding has developed in relation to migrant ethnic communities and the organisations that represent them. As can be seen from the experience of other countries, funding for the community and voluntary sector can often be a contentious issue, as it is in Ireland. A number of common barriers to the successful development of organisations representing ethnic migrant groups have emerged from the literature, including:

- Inflexibility of funders in relation to guidelines, inappropriate funding procedures;
- Monitoring/reporting burden;
- Lack of support for completing funding applications;
- Poor dissemination of information regarding funding streams;
- Language barriers;
- Lack of long-term funding available;
- Failure to fund administrative costs.

Alongside the specific examples of funding issues for community and voluntary organisations identified in the three countries studied above, the research process also involved examination of other sources to identify any learning that could be taken on board as the current exercise developed. Much of the literature indicated that the problems arising in the sector in Ireland, specifically, difficulties in accessing funding, particularly for core activities, a heavy reporting burden and the challenges faced by funders in demonstrating value-for-money were not unique, but were also experienced by community and voluntary groups and funders elsewhere. Solutions put forward elsewhere included:

- The need to ensure greater 'buy-in' to appropriate funding principles from funders and funding recipients
- Funders should provide program-related expenses in funding streams
- Funders should ensure that there is greater flexibility in relation to the groups that are funded, by removing unnecessary criteria
- Multi-annual funding should be considered, where possible.

In the remainder of this report, we will take on board these findings with regard to experience overseas and ensure that the principles and recommendations proposed reflect solutions that have been shown to be effective elsewhere. Common concerns are clearly apparent among community and voluntary organisations in most countries, and this verifies much of the findings that are detailed in the report concerning the difficulties faced by organisations representing migrant ethnic groups in Ireland. Internationally, it would appear that there is a growing recognition of the value of the work that representative organisations provide in combating social exclusion and facilitating equal access to public services, and that there is a need to develop a framework that ensures that appropriate funding is provided to support such activities.

“Experience from countries with immigration history have established a good link between the existence of refuges/immigrant community organisations and the integration of immigrants in social, economic, cultural and political contexts”

Fidele Mutwarasibo, Immigrant Council of Ireland, 2004

4. Department and State Agency Policy Approaches

4.1 Introduction

The previous chapter discussed legislative, policy developments and research studies in relation to immigration and meeting the needs of migrant ethnic communities. A key overall objective of any national migration policy must be to put in place interventions that will ensure effective integration over time and facilitate equal access to public services by the new communities. There is therefore a critical responsibility on the part of the departments and agencies that deliver these services to take account of needs of migrant ethnic groups. In this chapter we look at each of the departments with a role in this regard, focusing on those with the remit to deliver activity in relation to key areas of relevance: justice and equality; community development; health; housing and local services; education; social welfare and employment and training. The roles of the Department of Finance and Department of Taoiseach are also discussed given their cross-department perspectives on the subject matter and to public sector funding in general. After consideration of the departments, a number of the important state funded agencies are then examined to highlight their role and potential role in the process.

4.2 Government Departments

4.2.1 Department of Justice, Equality and Law Reform

The Department have been responsible for much of the activity in recent years on policy and funding with regard to migrant ethnic groups, both as a result of their statutory responsibility to provide reception and integration services for asylum seekers and refugees, and also as part of their more general equality remit. This has brought them into areas of intervention to reduce inequalities faced by migrants in general and has resulted in a significant number of developments across a wide number of areas. The Department funds the Reception and Integration Agency to provide services in relation to asylum seekers and refugees, and also provides assistance to the National Consultative Committee on Racism and Interculturalism (NCCRI), which it established in 1998 as an independent expert body focusing on racism and interculturalism. Both of these agencies are discussed independently in Section 4.3. The establishment of the latter organisation happened in parallel with the development of the National Action Plan Against Racism, a key initiative led by the department that has progressed with a number of initiatives targeting racism and integration of migrant ethnic groups, including the commissioning of the current study.

The Department has quite a broadly defined mission and it is explicitly committed to “maintaining and enhancing community security and equality through the development of a range of policies and high quality services which underpin:

- the protection and assertion of human rights and fundamental freedoms consistent with the common good;
- the security of the State;
- an effective and balanced approach to tackling crime; and
- progress towards the elimination of discrimination and the promotion of equal opportunities and the accommodation of diversity.”

The activities of the department are formulated around this mission, with the two key areas of responsibility in relation to this study involving “implementing the Government's asylum strategy and further developing national immigration policy” and “developing and implementing policy in relation to equal treatment generally, anti-racism, disability equality, human rights and childcare”. There is however some concern within the Department that its remit is taken too broadly by other funding organisations from the perspective of supporting activities of migrant ethnic groups. While it is always possible to argue that funding for organisations representing migrant ethnic groups, be it focused on meeting community development, healthcare, education or other needs, has a knock-on impact on securing greater integration and equality, the Department's responsibility as noted above is to direct strategy and policy in this regard and not fund direct provision. It is acknowledged that it has some role in supporting migrant ethnic groups from a justice and equality perspective, primarily immediately after arrival in the country, but long-term the department is committed to ensure that the needs of new communities are met via mainstream service provision and hence through the interventions by departments that are directly responsible for that area of need.

4.2.2 Department of Community, Rural and Gaeltacht Affairs

The remit and responsibility of the Department of Community, Rural and Gaeltacht Affairs in relation to community development makes many of its activities highly relevant to organisations representing migrant ethnic groups. The department's key principle is supporting community, with an open approach to the nature of that community. The Department seeks to support community structures but does not define what form each community should take, recognising the validity of communities based on area, on gender, on issue or on ethnicity. An important ethos in this regard is that each community should be defined by its members.

A number of programmes supported by the Department have been involved in developing responses to issues related to migrant ethnic groups at local level. The Local Development Social Inclusion Programme has had asylum seekers, refugees and migrants as core target groups for a number of years, while the RAPID programme has also provoked a number of local initiatives targeting anti-racism and multi-cultural issues within the designated areas, with some representative groups

securing funding via this mechanism. However, it is acknowledged that such programmes were designed for the 2000-2006 programming period, and that the social, cultural and economic landscape in Ireland has changed to such an extent since that time that there is a need to revise and develop responses in relation to community development moving forward.

There is recognition within the Department that a number of the current characteristics of community development funding and the nature of organisations representing migrant ethnic groups are not conducive to meeting the needs of these groups within existing structures. It is now considering ways of ensuring that these groups have the same equal access to resources as any other community group. Among the options being considered is ring-fenced funding alongside a means of facilitating access to mainstream funding. In this regard an extensive consultation process is being progressed to establish the most effective mechanisms of meeting community development needs in the future, including that of migrant ethnic groups.

Progress has also been apparent in the funding of federations and networks under its White Paper on Supporting Voluntary Activity, with over €2mn allocated to such organisations representing migrant ethnic groups. It is expected that such support for national and regional structures will continue, as it helps to build a representative political voice to the new communities. Underneath this however, there is a recognition that some combination of dedicated and mainstream funding provision to meet the needs of migrant ethnic groups needs to be put in place. The former would be used to build up capacity of organisations to ensure that they can develop effectively and sustain themselves via access to the latter mainstream resources. It is hoped that the existing organisations funded under the LDSIP could also be useful in this capacity building process, passing on their expertise with regard to management, organisation, funding, consultation, etc.

It is emphasised however that community organisations must originate from a bottom-up approach, based on the desire of the members of that community to come together and make progress with regard to specific issues. Small grants could be provided at local level to support these groups within the wider community, ensuring that funding does not increase their isolation. Moving forward, it is hoped that the community development programmes can be revitalised to deliver such responses,

4.2.3 Department of Health & Children/Health Service Executive

The Department of Health and Children and the Health Service Executive are committed “to supporting, protecting and empowering individuals, families and their communities to achieve their full health potential by putting health at the centre of public policy and by leading the development of high quality, equitable and efficient health and personal social services”. In this regard it has been acknowledged that recent demographic trends have placed the support, protection and empowerment of migrant ethnic communities as a key focus of policy moving forward.

The development of appropriate responses to meet the health needs and ensure equal access to healthcare by migrant ethnic communities is a key challenge and one which the HSE is actively working on addressing. It is currently in the process of developing a national HSE Intercultural Strategy to address the health and support needs of persons from migrant ethnic groups. A Steering Group has been established involving a number of key stakeholders from both the public sector and non-governmental organisations and a project plan is currently being delivered. This will involve an extensive consultation process with migrant ethnic groups around the country in order to establish their health needs and the barriers to accessing health services at present. A first draft of the strategy is planned to be produced by the end of November 2006, with the finalised strategy scheduled for launch at a National Conference in March 2007.

This strategy should help to ensure a more consistent approach to service delivery around the country and that the good practice that was apparent in some of the former health board areas is harnessed and rolled-out throughout the country. It will introduce an inter-cultural training programme for health staff and consider issues such as medical cards for migrant workers. A mechanism to interact with representatives of migrant ethnic groups will also be important, and here it is hoped that the experience of the Eastern Region Health Authority in establishing an Ethnic Migrant Implementation Forum can be built upon in this regard.

The HSE also provides support to the community organisation Cairde to progress initiatives relating to equal access to healthcare by migrant ethnic groups and recognises the value of the community development model used to facilitate such access. The link between community empowerment and equal access to services is acknowledged within the Department and the HSE, although it was also noted that other models should not be discounted. It is hoped that this model can be further developed to reach other representative groups in the future. A further development that might originate from the strategy could be guidelines for working with community groups. There is however a feeling that in order to development cost effective solutions to meeting migrant ethnic health needs, smaller groups have to work together as has been seen in the New Communities Partnership or in the network created by Integrating Ireland.

A further barrier from a healthcare perspective is the lack of timely data with regard to the ethnic profile in different areas. The development of a profiling capability alongside a mechanism to interact and identify the needs of migrant ethnic groups is seen as a key objective for the future. This would then allow the HSE to allocate clear responsibilities to staff for addressing specific issues, with clearly transparent systems in place that are effectively monitored and evaluated.

4.2.4 Department of Education and Science

The Department of Education and Science has made a great deal of progress in fulfilling its obligations under the National Action Plan Against Racism and has delivered a number of initiatives to assist non-Irish nationals.

The Department has provided additional support to non-Irish-born students at primary, secondary and third level. For example, there are 600 additional language support teachers in Irish schools (400 in primary schools and 200 in secondary schools) with fourteen or more pupils who need English language support. This represents an investment of €27mn. Grant assistance is also currently provided to help over 2,000 international pupils in over 350 primary schools with between three and thirteen pupils needing assistance with language. By 2009, a further 550 English-language teachers will be in place in schools, as promised in *Towards 2016*, the new national Partnership Agreement.

The Department has also funded a range of research and support-development initiatives in the area, including *Guidelines on Intercultural Education in the Primary Schools* by the National Council for Curriculum and Assessment, which outline the roles of everyone in the school, including teachers and pupils. It also has a range of resources for teachers to introduce the concept of interculturalism to pupils. CDVEC also produced a research report in 2002 into the language and literacy needs of asylum seekers, funded by the Department. It is also involved in cross-departmental activity to provide support for non-Irish nationals, including the Department of Enterprise, Trade and Employment, in developing systems for recognition of qualifications and overcoming the shortfalls in the qualifications of non-Irish workers. The Department of Education also liaises with the Reception and Integration Agency in providing education at local level to asylum seekers via direct provision.

While the Department funds few organisations representing ethnic minorities directly, funding has been given on a once-off basis where training providers have identified a need in the community. For example, funding for a health education course and an English language course were given to Roma in Ireland as a result of a recommendation in a study carried out by Pavée Point. However, on a number of occasions in the past, the Department has provided support to some groups following lobbying by a representative group and has found that subsequent take-up of such initiatives has been low. It suggested that organisations should abide by a policy whereby they can prove that they represent at least 70% of its target group before pertaining to act as a representative group.

The Department feels that the majority of members of the new communities in Ireland place a high status on education, and wish to be educated within the mainstream system. As a result, it provides the bulk of its funding in mainstream education, rather than to individual groups working with ethnic minorities. However, the rigid structures in operation within the Department limit the extent to which they engage with individual organisations representing migrant ethnic groups. Therefore, the Department needs to strengthen the participation of key stakeholders in the development of an intercultural approach to education, as stipulated in the NPAR. This includes supporting the VEC's to provide English language classes to refugees, asylum seekers and migrant workers that are flexible and easy to access.

4.2.5 Department of Enterprise, Trade and Employment

The Department of Enterprise, Trade and Employment have a defined mission to “enhance competitiveness, help create an environment where enterprise can flourish and consumers are protected, upskill the labour force, provide sustainable employment opportunities, improve workplace conditions, and help to build an inclusive society.” The Department to date has not been actively involved in policy in relation to organisations representing migrant ethnic groups, yet clearly are involved in areas that are relevant – employment, training, enterprise and even inclusion as noted above. There has been some activity with the Department of Education and Science on recognition of qualifications, but more could potentially be done in the upskilling of those in employment, particularly in relation to English language proficiency, a key determinant of the relative effectiveness with which an individual can integrate into a new society.

The Enterprise Action Plan produced by the Department in 2005 introduced a number of specific actions with regard to the link between immigration and employment, and most notably made a commitment to establishing a skills-based immigration policy, formalised in the Employment Permits Bill 2005. It is therefore important that the related issues post-migration are also taken into account by the department, as these are direct consequences of the immigration policies deployed. There are issues raised by migrant ethnic groups that are of direct relevance to the department in the area of employment rights, recognition of overseas qualifications, access to training, etc and it would seem that there is scope to engage in dialogue with representatives of these communities to ensure that appropriate responses are developed. This report highlights the dangers of concentration of migrants within low-skilled occupations and the frustration apparent at the lack of recognition of qualifications gained overseas, and it is the Department’s responsibility to deal with these issues.

4.2.6 Department of Social and Family Affairs

While the remit of the Department of Social and Family Affairs is to support individuals and families in need of assistance, it has provided funding for organisations on the basis that they are assisting the Department in carrying out its work. The Department administers a range of grant schemes and programmes supporting community development which can potentially be accessed by organisations representing or serving ethnic minorities. Primarily this is facilitated through its Small Grants Scheme, which provides financial assistance towards the costs of staffing and equipping local resource centres, and for the operation of locally based groups and voluntary organisations. The Department has also provided small, once-off grants to bodies such as the Immigrant Council of Ireland and the Emigrant Advice Centre for dissemination of information on the Department’s services.

Another important initiative supported by the Department is the Community Development Support Unit (CDSU) of the NCCRI, which it co-funds with Department of Community, Rural and Gaeltacht Affairs, and which will be further discussed in Section 4.3. Resources are also provided via Comhairle to support the Refugee Information Service, a voluntary initiative which aims to provide specialist advice to refugees and asylum seekers.

The Department carried out a review process about its own performance in assisting members of ethnic migrant groups in 2005, when a Working Group was established to review the information and other services provided to immigrants in Ireland. However, the review has not yet been completed.²

There is acknowledgement within the Department of the lack of clarity about responsibility for funding community and voluntary organisations across departments. It was noted that often organisations are funded by more than one funding body, which can create confusion in terms of reporting and assessment. There is therefore support for a more strategic based approach with clearly defined responsibilities in this regard.

4.2.7 Department of Environment, Heritage and Local Government

The Department of Environment, Heritage and Local Government has two main functions that relate directly to issues faced by migrant ethnic groups. Firstly, it supports, via the local authorities, significant local and community development activity, and as such has had to develop responses at local level with regard to the support and integration of new communities. The social inclusion units set up in eight local authorities in 2002 and now being rolled-out to nine other councils have been asked to focus on issues in relation to migrants, and a number of initiatives have been apparent including translation support, multi-cultural events and production of local anti-racism plans.

The Department can foresee some role for the SIM Groups in the coordination of funding for migrant ethnic groups at local level in the future if there is a cross-departmental policy and associated funding processes in place that allocate responsibility for resourcing groups clearly and allow departmental and agency representatives at SIM Group level to identify needs and work with local groups to develop appropriate responses to those needs. If the SIM Groups did take on this function however there is recognition that they would need to be adequately resourced for this purpose,

The department's responsibility for housing and homelessness must also take account of the changing needs brought about by the recent high levels of in-migration. They have noted how patterns of migration have led to different demands for local authority housing as a result of different family structures within the new communities. The department is committed to transparent housing allocation procedures at local level and discourages concentrations of particular ethnic groups within a specific location. The high migration levels also present challenges for local authorities to ensure that sufficient and appropriate infrastructure is in place, that social and community facilities reflect the nature of the local target population and that educational facilities exist in this regard. In understanding these complex challenges, information barriers often present themselves, with difficulties in understanding the exact nature of population residing in an area making it difficult to plan resources accordingly.

² Based on consultations with Department of Social and Family Affairs

4.2.8 Department of Finance

The Department of Finance does not directly fund organisations representing ethnic minorities, although it has a central role in implementing Government policy and in advising and supporting the Government on public expenditure. The *Guidelines for the Appraisal and Management of Capital Expenditure in the Public Sector* produced by the Department do however put in place fundamental principles to underpin all government department funding that have an inevitable knock-on impact on the funding of organisations representing migrant ethnic groups. Principally, government departments should ensure that they get value for money by ensuring that outputs of the projects are specified prior to the funding being agreed and monitored while the project is in operation. In addition, all departments need to ensure that funding given to organisations assists in the implementation of government policy in this area.

However, while transparency and accountability are required from groups in receipt of government funding, the Department also advocates that government departments provide guidelines for the funding and administration of schemes that are clear and transparent. This includes giving potential grant recipients information on the scale of funding available, the objectives of the assistance and the terms and conditions attached to the funding. In order to ensure that the government gets value for money for the grant scheme, notification of grant schemes should be disseminated as widely as possible so that a wide pool of potential grant recipients applies for funding.

In general, there is a belief within the Department that the needs of migrant ethnic groups should be met via existing mainstream funding programmes. However there is also acknowledgement that for such an approach to be successful, all government departments need to recognise their particular responsibilities with regard to migrant ethnic groups. There would not appear to be any enthusiasm for introduction of a dedicated funding stream to meet the needs of migrant ethnic groups on a long-term basis.

4.2.9 Department of the Taoiseach

The Department of the Taoiseach, although not directly responsible for delivery of services that are relevant to migrant ethnic groups, nonetheless retains a keen interest in ensuring that there is effective provision for their needs across all departments. This interest was reflected in the special initiative progressed by the Department under 'Sustaining Progress', the social partnership agreement for 2003-2005, focusing on multi-culturalism. This initiative concentrated on the development of a cohesive response across departments to meet the needs of new communities and ensure equal access for these communities to the services being delivered by each of the department. This continues to be an important objective of the Department, and they are keen to see delivery of services for migrant ethnic groups mainstreamed into the day-to-day delivery programmes of each relevant department or state agency, rather than isolating such provision by making it the responsibility of one sole department. Ideally, this would mean that community development issues faced by migrant ethnic groups are dealt with by the Department of Community, Rural and Gaeltacht

Affairs, welfare issues by the Department of Social and Family Affairs, health issues by the Department of Health and Children and the HSE, and so on. It is acknowledged that there may be a transition period when focused interventions are targeted on migrant ethnic groups to realise this vision, but that any such interventions should be interim and developmental in nature with a fixed time period until such resources are withdrawn. In the long-term the focus must be on effective service delivery to, and addressing specific issues faced by, migrant ethnic groups. However there is support for use of existing community development infrastructure to address the issues of the migrant ethnic groups, with resources reprioritised to reflect the importance of these issues given the changing social and economic landscape,

One area where there is acknowledgement of the significant benefit that representative organisations provide is in taking the religious needs in Ireland into account. The Department noted that it was involved in a Church-State dialogue initiative at present, and there is a desire to engage with all different faith communities in Ireland in order to ensure that public service delivery is geared up to meet the different needs of different groups. The church clearly have a significant role to play in the delivery of education and health services in Ireland and there is also a need to take account of the equivalent needs of new faith-based communities with regard to education, health and other issues.

A further concern is the need to ensure that migrant ethnic groups have a voice and influence in shaping the development of policy in the future, and there is a growing acknowledgement that a formal representative structure that would facilitate their participation in the social partnership process and other policy development initiatives is an important priority for the future. There are organisations in existence that have generated networks of migrant ethnic groups but if such organisations were to perform this function there must be a clear mechanism to ensure that it engages with the sector as a whole and not just a small proportion of these representative groups.

Overall, it was noted that now is a good time with regard to a structural review of funding for organisations representing migrant ethnic groups, given that the 'Towards 2016' long-term social partnership agreement is now in place and a new National Development Plan to be launched at the end of the year. Clear departmental responsibility is a critical objective moving forward, with flexibility to meeting the different needs of migrant ethnic communities a key principle in the development of effective funding mechanisms.

4.3 State Agencies

4.3.1 Reception and Integration Agency

The Reception and Integration Agency has a range of responsibilities in relation to the reception and effective integration of asylum seekers and refugees, funding accommodation and support services for these individuals around the country. It engages regularly with organisations representing migrant

ethnic groups as a result of these responsibilities, and pursues a number of policy objectives in relation to supporting integration activity within Ireland:

- To ensure the upholding of the rights of all newcomers regardless of ethnic and cultural background.
- To create opportunities to enable newcomers to effectively participate in the economic, social and cultural aspects of Irish society and by doing so to exercise their rights and to discharge their responsibilities.
- To promote the development of a tolerant inclusive society in which both newcomers and existing members of the host society, irrespective of background can, over time, share and develop the concept of being Irish while respecting the cultures and practices inherent in the emergence of our new multi-cultural society.
- To encourage and assist the host population to understand and value the economic and social contribution of newcomers.

The Reception and Integration Agency is funded by the Department of Justice, Equality and Law Reform and has played an important role thus far given the above areas of responsibility. The brief of the RIA is expanding with its merger with Irish Naturalisation and Immigration Service (INIS) to form an expanded unit with responsibility for progressing integration policy. This will be an important step in facilitating a cohesive cross-department response to ensuring effective integration of new migrants. However it is important to emphasise that such a process will not involve management of the entire budget to progress funding of integration activities, but rather it will serve as a policy coordination mechanism. The exact nature of this unit and its specific responsibilities are still being finalised, although it is anticipated that it will have a much broader social inclusion focus as a key aspect of securing effective integration. It will recognise that integration is not just about legal or equality issues, but involves interventions in relation to health, education, employment and training, community development, and so on. Funding for integration in the past has taken place without a clear policy underpinning it and this is an important development in this regard.

The RIA does provide funding to address general integration issues, although there is strong emphasis on ensuring that there is a mainstreaming strategy in place for any project funded to ensure its sustainability in the future from other mainstream department resources. It acknowledges that funding must become more strategic in the future, focused on building capacity in order to access mainstream resources and deliver mainstream services, and that this must involve a range of departments working together to ensure that the various needs of the communities are effectively met. It is open to encouraging partnership working between representative organisations and has funded the New Communities Partnership model and is keen to monitor its effectiveness moving forward as this could be a way of ensuring that resources can be deployed in a more effective and efficient manner. A key principle of funding for migrant ethnic groups should also be the existence of an integration component within the wider activity being progressed, in that it must make some measurable contribution to facilitating social, cultural or economic integration of the target group.

An important focus for the future will be the securing of a fully representative mechanism that can facilitate input into the policy development process by the new communities. Models like Integrating Ireland and its development of regional structures are particularly interesting as if they can demonstrate that they are fully representative they could perform such a function. The NCP partnership model may also represent a way forward in this regard. Further potential may also exist in taking greater account of the important contributions by philanthropic organisations in policy development, in recognition that these organisations and government share many common agendas, and coordination of support to maximise effectiveness from an integration and equality perspective will always be beneficial.

4.3.2 NCCRI

The National Consultative Committee on Racism and Interculturalism was established in 1998 and serves as an independent expert body that seeks to provide advice and to develop initiatives to combat racism and to work towards a more inclusive, intercultural society in Ireland. Its role is to bring together government and non-government organisations, with four broad strands of activity:

- Provide expertise and advice as an expert body.
- Inform policy development.
- Promote understanding and celebration of cultural diversity.
- Develop linkages at a European and wider international level.

Core funded by the Department of Justice, Equality and Law Reform, the NCCRI had a key role in drawing up the National Action Plan Against Racism and is now heavily involved in its implementation. It operates a training and resource unit that offers intercultural training to employees of both governmental and non-governmental organisations and has released a series of high profile research publications that have influenced the development of policy in relation to meeting the needs of migrant ethnic communities.

A key development within the NCCRI in relation to the current study was the establishment in August 2000 of the Community Development Unit (CDSU). This unit provides assistance and support for community groups working with ethnic minorities. It is co-funded by the Department of Social and Family Affairs and the Department of Community, Rural and Gaeltacht Affairs under the auspices of the Community Development Support Programme and has a number of important aims and objectives that relate directly to the needs of organisations representing migrant ethnic communities:

- To develop a clear national strategy to support community groups working with ethnic minorities including refugees, asylum seekers and migrant workers, taking into account the variety and diversity of these groups;

- To provide technical assistance and capacity building supports to ethnic migrant support and solidarity groups, e.g. relevant information and useful tools to strengthen their profile and participation;
- To support prepared groups to become more established within the community sector - e.g. through accessing core funding and building alliances with other community organisations and structures;
- To bring added value to the supports provided by other organisations working in this area such as community and local development programmes, local and national community groups and NGOs;
- To develop specific strategies to address the needs of women and particularly marginalised groups such as Roma;
- Integrate the work of the Community Development Support Unit into the overall work of the NCCRI.

The work of the NCCRI in providing information on funding access to organisations representing migrant ethnic groups attracted significant praise from the organisations themselves. Primarily this took place via distribution of a monthly newsletter, but it has also developed a strong network of members through which feedback on policy development matters can be gathered, information disseminated and learning and best practice shared. The development of the CDSU as noted above has been particularly helpful in this regard. Indeed the consultations undertaken with representative organisations suggested that most were registered with the NCCRI and had accessed the body for support. A clear need has been identified in the study for departments delivering mainstream services to engage with organisations working with migrant ethnic groups, but this can only be achieved if there is a fully representative mechanism in place that ensures that the diverse needs of all different communities residing in Ireland are taken into account. The NCCRI's status as an independent body, its significant expertise in policy matters and the needs of migrant ethnic communities, the network it has already developed, and the confidence and trust it has built up with representative organisations, perhaps offers an opportunity for such a mechanism to be generated within its structure.

4.3.3 Equality Authority

The Equality Authority has a mission to achieve positive change in the situation and experience of those groups and individuals experiencing inequality by stimulating and supporting a commitment to equality:

- Within the systems and practices of key organisations and institutions.
- As part of the cultural values espoused by society.
- As a dimension to individual attitudes and actions.

This mission implies a significant role for the organisation in ensuring that migrant ethnic communities and the organisations that represent them have equal access to mainstream services and funding and that capacity issues do not restrict such access. In this regard, the Equality Authority does engage with community based organisations on a regular basis and sees a key role for community organisations to act as advocates on behalf of their members and serve as an important communication channel with regard to legislation and access to services.

There is however concern that the existing system of allocating social inclusion and community development resources could indirectly reinforce racism, putting Irish and migrant led organisations in direct competition for funding. Indeed the existing support structures for migrant ethnic groups in place do not appear to be adequate, as recent evidence from a CSO survey confirmed that 60% of those workers from migrant ethnic communities experiencing discrimination in the workplace did not report this experience. If support structures or organisations were in place which an individual felt could be trusted to act on his/her behalf, such a scenario should not result.

There could however be work on funding activity that would allow existing organisations to mentor, support and build capacity of representative migrant ethnic groups, resourcing them to work in solidarity. In this regard, the Equality Authority does engage with community based organisations on a regular basis and sees a key role for community organisations to act as advocates on behalf of their members and serve as an important communication channel with regard to legislation and access to services.

In order to improve such support mechanisms, there is recognition of the need for a multi-layered approach to funding, with flexibility a key principle underpinning this approach. It was noted that community organisations representing the traveller community have managed to successfully build their capacity via access to funding that could be used flexibly and that this learning could be taken on board with regard to assisting the new communities. There should be acknowledgement that supporting newly established small organisations naturally carries a degree of risk, but that a small amount of investment at this stage can have significant benefit if an organisation can be helped to grow naturally into a mainstream representative community structure that can compete on a level playing field with counterpart organisations for mainstream funding at a latter stage of development. This goal would clearly require a second tier of support alongside a small grants scheme (to help new groups become established), with resources dedicated to building the capacity of those that can demonstrate the potential to further develop into mainstream community development organisations. Such funding must also be provided at both a national and local level, as national support organisations are needed to support the development of local representative groups. There is also a need for a mechanism that can take account of the cross-section of migrant ethnic groups and be truly representative, allowing a migrant 'voice' to develop effectively and influence policy.

At the heart of any approach to the future funding of organisations representing migrant ethnic groups must be a strategic focus that ensures that funding organisations follow a list of defined policies and

procedures that ensure equal access to their mainstream services by these groups. If a framework that defines such responsibilities can be effectively implemented, a key role could exist for the Equality Authority in ensuring compliance with the principles and requirements that underpin such a framework. This could involve the development of mechanisms developed that would allow representative groups to file complaints or concerns about inequalities in access to resources, and by which non-compliance by funding organisations could be flagged and action to remedy the situation taken. Such a process would require additional resourcing but would be an essential monitoring component in ensuring that a funding framework is implemented successfully.

4.3.4 Pobal

Pobal have an important role in the funding of migrant ethnic groups given their administration of several funding programmes of relevance to the needs of new communities including the Local Development Social Inclusion Programme (LDSIP), Dormant accounts and the recently established Funds For The Integration of Legally Resident Immigrants. Its mission to promote social inclusion, reconciliation and equality through integrated social and economic development within communities means that it has developed an intricate understanding of issues surrounding community development and the successful establishment and operation of community representative organisations.

The LDSIP has played some role in terms of leveraging funding for migrant ethnic groups, where migrants workers refugees and asylum seekers have been designated as key target groups over the course of the programme. No additional funding has been provided to support activities in this regard, but there is evidence that some resources have been allocated by partnership companies to address relevant issues. It was noted that the partnerships are generally good at responding to new target groups, as they possess the flexibility to respond to new and changing needs locally. There is also scope to fund the CDPs to focus specifically on migrant ethnic groups needs given their existence throughout the country and substantial experience of community development. But there is also acknowledgement that a dual approach will be necessary in order to fully understand, articulate and develop responses to the needs of migrant ethnic communities, with support of migrant-led organisations also essential. Indeed it was recognised that there may exist potential for ring-fencing of funding through the LDSIP or a similar programme to help develop the expertise of such groups.

A multi-layered approach to meeting the needs of the new communities will therefore be essential, with local and national organisations supported, the existing community infrastructure developed, and structures to ensure that all groups are fairly represented established. The new initiative Funds for the Integration of Legally Resident Immigrants, administered by Pobal on behalf of the Reception and Integration Agency, is a good example of how such an approach is beginning to develop. It offers support via one strand for Area-based Partnerships and Community Partnerships, and for Non-Government Organisations, including migrant-led groups, via another. This funding source will be further examined in Chapter 6.

Pobal could represent a key mechanism to support the implementation of a funding framework as it possesses the expertise in understanding the key principles that must underpin effective funding programmes targeting community organisations. Where such funding streams are being developed by respective departments, the use of Pobal in delivery of new or adapted schemes may be one option worth considering moving forward.

5. Organisations Representing Migrant Ethnic Groups in Ireland

5.1 Overview of Organisations

As noted in Chapter 2, a wide range of research methods were used to build up a profile of migrant ethnic groups in Ireland. This included a detailed profiling exercise where individual organisations were asked to fill out a form providing basic information, including existing funding sources and identified funding needs. This generated an invaluable base of data with regard to organisations representing migrant ethnic groups in Ireland, but it was also important to acknowledge that responses represented only a proportion of the total organisations in existence. Indeed many of the issues discussed in this report (e.g. capacity, mobility, voluntary nature of activity) represent barriers to maximising the response rate for such an exercise and it is important to take account of those organisations that did not complete a profile yet are known to remain active in representing the interests of migrant ethnic groups in Ireland. This was done so by supplementing the results of the profiling exercise by considering the findings of other research, by verifying the existence of organisations by other means, and by using information obtained via consultations

During the course of the study, Fitzpatrick Associates have therefore built up a database of 121 organisations representing the interests of migrant ethnic groups within Ireland. In addition, a further 162 were identified from references gained from research material reviewed or consultations undertaken but their continued existence was unable to be established or in some cases was confirmed to have ceased. It is however likely that the number of active organisations does exceed this former figure.

There are many different types of organisations that represent, in some way, migrant ethnic groups in Ireland. Some represent the interest of all migrants, while some are focused on the needs of asylum seekers or refugees. They are structured and focused in a number of different ways, with the main types of organisation consisting of the following:

- Organisations based around a specific nationality (e.g. Nigerian, Chinese, Polish);
- Organisations based around a group of nationalities originating from the same broad area (e.g. Africa, Eastern Europe);
- Organisations based around a particular religion (e.g. Muslim, Sikh);
- Organisations that are gender focused;
- Organisations that are focused on addressing a specific issue with regard to migrant ethnic groups (e.g. domestic violence, children's rights, access to employment);
- Organisations that facilitate networks groups that represent migrant ethnic communities (e.g. Integrating Ireland, the New Communities Partnership);

- Organisations that are focused on general immigration issues.

Of course, many organisations fall into more than one of the categories above, with, for example, one targeting the needs of African women, or one addressing the issue of migrant workers. Some are ethnically led, while others involve Irish NGOs working on behalf of a particular target group. There is therefore a multiplicity of different organisations, each with its own intricacies and needs, and the key to planning future funding to support the needs of migrant ethnic groups will lie in developing an understanding of these needs. Hence in the remainder of this section we look at a number of characteristics of the organisations: their focus and objectives; their coverage, their structure and the nature of the organisation, the target group, the types of activities, their sources of funding. Case studies of specific organisations are also provided to help highlight the exact nature of activities of representative organisations around Ireland

5.2 Focus and Objectives of Organisations

As noted above, there are number of different reasons underpinning the establishment of organisations representing migrant ethnic organisations in Ireland. Many are committed to solving general issues across an ethnic group, while others have very focused objectives in place that seek to address specific issues of relevance to their communities. Table 5.1 below profiles the organisations identified by the research study in terms of their focus and objectives. As can be seen, almost a quarter of all organisations focus on integrating their target group into Irish society, while the well-being of migrant ethnic groups, in terms of their education, alleviation of poverty and health also form the basis of the objectives of many organisations.

TABLE 5.1: THEMES MENTIONED IN OBJECTIVES OF ORGANISATIONS	
	%
Integration	23.4
Education and Training	12.5
Poverty Alleviation	10.9
Health and Welfare	10.2
Information provision	9.4
Representation of the members of the migrant ethnic group	9.4
Empowerment	8.6
Unite/promote the members of the migrant ethnic group	7.0
Community/Social Support	5.5
Promotion of multiculturalism among the Irish born population	4.7
Promotion of the rights of children	3.9
Promotion of the rights of women	3.1
Promotion of human rights/equality	2.3
Employment support	2.3
Source: Fitzpatrick Associates' analysis of organisations	

5.3 Coverage of Organisations

The coverage of organisations operating in Ireland can generally be classified in terms of three distinct classifications:

- Organisations representing a specific target group that operate within a specified geographic area (e.g. a town/city, county or region),
- Organisations representing a specific target group throughout the whole of Ireland.
- Organisations that have created networks of organisations representing migrant ethnic groups on a local, regional or national basis.

Table 5.2 provides an analysis of organisations representing migrant ethnic groups in terms of their location. It reveals that, while around two-thirds of organisations are based in Dublin, there is a wide spread of organisations located around the country. Inevitably there are larger concentrations of organisational activity in the other urban centres Cork and Galway, with fewer than 10% and 5% of the organisations profiled respectively. Overall though the dispersal of representative organisations reflects the fact that migrant settlement patterns are no longer concentrated within the cities, and that there is now a significant migrant ethnic base in most areas of the country. The fact that most of the nationally-focused organisations, representing members of a particular migrant ethnic group residing anywhere in the country, are based in Dublin is a further factor to take into account. Their location in this regard is understandable as it makes their services more accessible to the entire community, brings them into closer contact with the main funding organisations, and generally reflects the greatest concentration of the members it represents. However it was also noted that locating in Dublin means facing greater competition for resources due to the number of counterpart organisations operating in the capital.

TABLE 5.2: COUNTY IN WHICH ORGANISATIONS ARE BASED			
	%		%
Dublin	66.5	Monaghan	1.1
Cork	9.8	Waterford	1.9
Galway	4.5	Donegal	0.8
Kerry	2.6	Laois	0.8
Limerick	2.3	Westmeath	0.8
Louth	1.9	Wexford	0.8
Kilkenny	1.5	Meath	0.8
Carlow	1.1	Leitrim	0.4
Clare	1.1	Longford	0.4
Kildare	1.1	Total	100.0

SOURCE: Fitzpatrick Associates' Analysis of Organisations

Perhaps the one notable gap in terms of geographical coverage of organisations is the relative lack of organisations based in the south-east of the country. Waterford and Limerick have quite small

concentrations of activity given their relative size, at 1.9% and 2.3% respectively. This gap in representative structures was also pinpointed during consultation with some of the expert groups consulted in the course of the study. The absence of organisations would not appear to a result of a relatively lower concentration of migrant ethnic groups in this area of the country, and it is an issue that is worthy of further examination moving forward.

The significant base of nationally-focused organisations is reflected in the finding that 41% of all organisations claim to be a nationally representative organisation. However, several of these organisations have received little or no funding to date and operate with a small number of voluntary staff working on a part-time basis. Given their limited capacity, it would seem to be difficult to represent members of their community that are located in other areas of the country. Just over half of the groups profiled (56%); claim to represent people living in their local area or county. A small proportion (3%), have a base in more than one county, allowing them to reach out to a wider group. It is also important to acknowledge that some of these groups have managed to do this in spite of having limited financial resources due to the commitment its key members.

As the capital serves as the political and administrative centre of the country, and holds the most significant concentration of population, it is not surprising such a high proportion is based there. It is also to be expected that this analysis of representative groups misses a number of informal support structures that have been developed around the country. It is more likely that groups based outside the capital are more likely to fall under the radar screen. Indeed consultations with representative organisations revealed that a number of support groups were in place around the country that, although not possessing any formal status, nonetheless had an important role as a social, cultural outlet and as a source of advice and support to individuals from that particular community. The patterns of migration in Ireland no longer mean that all new migrants base themselves in Dublin, and there is an awareness of significant concentrations of migrants from specific nations locating within individual towns around Ireland as a consequence of skills needs of local companies, the support networks and base of co-national populations in place. And the relative lower cost of living in locations outside Dublin. However, this does nonetheless raise issues of how the needs of people from migrant ethnic groups living outside of Dublin can be more effectively met, and that provision of funding and targeting of policy is not overly Dublin-centric in its outlook.

Galway Refugee Support Group

The Galway Refugee Support Group (GRSG) was established in 1998 with the aim of providing support and information to the growing number of asylum seekers coming to live in the area. The organisation wrote its Strategic Plan in 2000, to which it still adheres. The plan outlines the four areas in which GRSG concentrates its work: developing both the health and education of refugees and asylum seekers, providing opportunities for better integration and ensuring the sustainability of the group itself. The organisation currently employs four people, a full-time Co-ordinator, a Project worker, Administrator and Community Development worker (all part-time), to carry out activity across these areas. The organisation bases its approach on the community development model, and carries

out regular visits to hostels in the area and refers individuals on to other organisations in Galway, such as the Refugee Information Services, Refugee Legal Services as well as other statutory and community bodies.

The Galway Refugee Support Group has collaborated in the past with other organisations in the community and voluntary sector, such as for the development of the Pocket Guide to Services in Galway, produced in 2003 in collaboration with the Refugee Information Services, Comhairle, Spark (Support Project for Adolescent Refugee Kids, Galway Youth Federation) and the Citizens Information Service. Due to the small number of organisations working in the area of support for ethnic minorities in Galway, good relationships have developed between the various players and there is little duplication of services. Instead, projects are carried out on a collaborative basis, or organisations can refer clients on to the more relevant service. For example, the Galway Refugee Support Group no longer provides information services, as the Refugee Information Services has now begun to carry out this activity.

The organisation has been successful in attracting both core and project funding from a number of sources in recent years, including the ERF, Dormant Accounts, Galway City Partnership, the HSE, the Combat Poverty Agency, and the Department of Community, Rural and Gaeltacht Affairs' fund under the White Paper on Voluntary Activity. The Group has also been approached by one of the larger philanthropies active in Ireland. It believes it has a good track record of work, which has contributed to its success in sourcing funding. The reduced 'competition' for funding through the co-operation and collaboration between the various organisations providing services to migrant ethnic groups has also maximised the level of funding it receives.

This funding has been vital to the services and short-term projects the organisation has been able to run, for example, through the employment of a part-time worker to profile the needs of refugees and asylum seeking children, funding to prepare a welcome pack for new arrivals to Galway, visits to hostels in the local areas and the provision of sample menus to caterers in direct provision accommodation for asylum seekers.

However, the operations of the organisation have been constrained somewhat by the general lack of funding available within the sector. This has placed significant pressure on staff to maintain quality despite under-resourcing, while uncertainty about future assistance has resulted in a high level of staff turnover. The lack of funding has also had an effect on the development of the organisation as a whole, as it is not possible to plan ahead due to a lack of certainty it will continue to receive the same level of funding in the future. Applying for funding can also be problematic, as it wastes a lot of time, which has a negative impact on staff time.

There is support from within the organisation for investment in mainstreaming some of the bigger locally based organisations, using the Community Development Project model, in order to ensure that the needs of migrant ethnic communities are being effectively met. If this were to happen, it is believed that stronger relationships between the various organisations in Galway could develop, providing even higher levels of synergy and produce better value for money for service-users.

Louth African Women's Support Group

The Louth African Women's Support Group aims to empower African women living in the county through education and training for personal development and integration into Irish society. It was first established five years ago, in 2001, by two African women, who were interested in uniting and offering support to African women living in Co. Louth, with a view to helping them develop a sense of belonging. The group currently has over a hundred members, who meet on a monthly basis. The aim of the group is to encourage all African women to participate in all aspects of society in Louth, without having to relinquish their cultural identity. The needs of the women are analysed and ways of meeting their needs are discussed. Counselling services, information on the asylum process, social welfare entitlements and education provision are offered to the group. The group also acts as a social outlet for its members. A drama group and a children's dancing group have emerged out of the organisation, and each has performed at numerous events in Louth.

Although the Louth African Women's Support Group has been in operation for five years, it did not receive any funding until last year, from the Combat Poverty Agency. Given the Combat Poverty's joint project with Pobal, Border Action, which has an office in Dundalk, it is likely that the close proximity of the Louth African Women's Group helped the organisation to obtain funding. The Louth African Women's Group commended the Combat Poverty Agency's training to the groups in how to fill out the form. This also gave the group a much higher chance of receiving funding, as there is a lack of capacity in the group about how such processes work.

However, the group is optimistic that they may be in a position to access higher levels of funding since several women in the group have begun to raise its profile with the value of their work for women in Louth increasingly recognised. For example, the secretary of the group, Tinu Achioya, received an award from the UN Refugee Agency on Arts and Culture, while another member, Benedicta Attoh, ran in the 2004 local elections. The organisation is also active in improving and developing services and amenities in Louth, and one of the members of the group is on the North Louth Area Forum. This also helps to raise the profile of the group in the local area.

5.4 Organisation Status, Structure and Staff

The organisations representing migrant ethnic groups in Ireland differ substantially in structure and status, often a result of the stage of the development cycle at which they currently stand, or as a consequence of the differing needs they target or the cultural backgrounds they represent. Some have come together to work in informal groups meeting to progress a particular issue, while others have more formal arrangements, with elected boards and executives in place and staff providing designated operations. In some cases what started out as an informal socially-focused grouping has become a formal structured organisation as a result of common concerns emerging from the former process and the realisation that such concerns can be tackled more effectively in such a manner.

The nature of what constitutes a formal organisation also varies significantly from organisation to organisation. The 'formalisation' process can include putting together a constitution or an article of association, forming a management board, designating responsibility for individuals for specific tasks, registering as a company or acquiring charitable status, opening a bank account and developing an accounting system, agreeing on a mission or objectives, producing a strategic or action plan, acquiring space from which to operate, accessing external funding support or employing paid staff. Different organisations have different perspectives on what characteristics a formal organisation should display and different ambitions about how 'formalised' it should become. It is not always the best option for groups to seek to become registered charities or even in some cases to access funding, as the bureaucracy and reporting requirements involved can detract from the overall objectives that a group is pursuing. However from the consultation process undertaken it would be fair to conclude that most organisations have an ambition to reach the latter levels of formalisation, acquiring space, funding and staff as they develop.

Of all of the organisations consulted, ethnic-led groups³ were more likely to have formal structures in place than Irish-led organisations; less than half of all ethnic-led organisations (43%) had charitable or company status, while all of the Irish groups consulted had formally registered their organisation. As many funding streams require groups to show evidence of their company or charitable status, it can be seen that ethnic-led organisations immediately face a significant barrier when applying for funding. While 44% of all ethnic-led organisations had a formal constitution or set of objectives in place, less than a third (31%) had a formal work programme or action plan. Four in every five Irish-based organisation consulted had a formal work programme. This appeared to have been related to the level of funding organisations had managed to attract; those with higher levels of funding were more likely to have developed action plans. According to many groups consulted, there is no point in developing action plans without funding to bring the proposals to fruition.

The profiling exercise undertaken of organisations provided analysis with regard to their legal status, and this found that there were significant variations in approach. Almost 40% of organisations examined have registered as a charity, while 35% registered as a limited company. However, 28% of the organisations profiled claimed to have no formal status, emphasising the relatively early stage of development of some organisations and, in some cases, a desire to follow this informal approach. It must however be acknowledged by such bodies that informal structures will make it virtually impossible to fund related activity, even if funding procedures are more tailored to take into account the characteristics of migrant ethnic groups.

There is a heavy reliance among representative organisations on voluntary staff to pursue their activities. The importance of this voluntary contribution cannot be underestimated within the sector,

³ This term should be treated with some caution, as many groups are managed by both Irish-born individuals and members of migrant communities. It is used here as a guide, and refers to organisations targeting a specific migrant ethnic group and run mainly by members of that ethnicity.

as without the hard work and dedication of unpaid community leaders none of the organisations would be at the stage of development where they currently stand. On average across all organisations profiled, an average of 8 part-time volunteers and less than one full-time volunteer (i.e. the worker devoted their labour voluntarily on a full-time basis) delivered the operations of the organisation on an ongoing basis. In terms of paid employment, organisations employed an average of two full-time and two part-time salaried staff. Many organisations (40%) relied fully on voluntary staff. However, analysis of paid staff is skewed by the employment patterns of some of the larger organisations, and of course it must also be acknowledged that those responding to the profiling exercise were more likely to be those with paid employees that had the time to complete the form.

With voluntary part-time workers the principal source of staff across all the organisations, this does raise a number of issues with regard to the sustainability of organisations. A key concern was the lack of recompense available for a volunteer's expenses incurred in the course of working for the organisation (in travelling to meetings, making phone calls, etc.) In this regard it was noted that even when external funding was accessed, it was impossible to use it for this purpose, yet organisations had to continue to rely on the goodwill of the individuals concerned. Some recognition of the importance of the volunteer in migrant ethnic organisations was viewed as a key objective by many groups in the development of any new funding procedures moving forward. It was also noted that many of the 'pioneers' of the ethnic-led community organisations of staff had moved on as a result of their status changing (following completion of the asylum process) and their inability to devote the same amount of voluntary time when in paid employment. Such trends are to be expected in an under-resourced and newly developing sector, but it is considered essential that such issues are targeted in policy development in the future.

New Horizon Athlone

New Horizon Athlone was established in the summer of 2000, shortly before the asylum seeker accommodation unit in Lizzywollen opened, in September 2000. The organisation began operating services for those living on the site, with the aim of welcoming and befriending new communities coming to live in Athlone and to advocate for their inclusion and positive integration into Irish society. Services provided by the organisation include information provision, English language classes, computer classes, a drop-in centre, sports days, translation services and interview preparation sessions. The organisation has also produced a number of reports and brochures aiming to promote integration, such as the international cookbook, *Blasanna an Domhain*, which included recipes from all over the world. It has also produced a number of policy documents, including a *Needs Assessment of Asylum Seekers and Refugees in Athlone*, which highlighted the concerns of those living in direct accommodation in Lissywollen. Volunteers working for New Horizon also respond to emergencies taking place on the site, including out-of-hours translation. Indeed, up to half of the work of New Horizon is in dealing with emergency situations.

The New Horizon project is supported by Harmony CDP, a community development project established to promote equality and positive change in Athlone. New Horizon is one of several projects supported by Harmony, office space and administrative support provided via this outlet.

Harmony also helped in the application process that successfully attracted ERF funding for the one full-time development worker in place, complimented by four volunteers.

New Horizon has been particularly successful in accessing funding over the last number of years (relative to other organisations), with ERF funding being the most substantial source in this regard. The organisation has also received funding from RIA's small grants scheme, the HSE's National Lottery Scheme, Westmeath County Council and NPAR, most involving small amounts of once-off funding. It has also begun to receive some funding from one of the larger philanthropic organisations. The support given by the Funding Information Officer in the Athlone Community Taskforce (ACT) has been invaluable in accessing such funding, with assistance provided in completing application forms and identifying potential new sources. A close working relationship with the local CDP has also proved useful in accessing funding. The track record built up by New Horizon appears to make it more likely that funders will continue to support them, in preference to taking a chance on another organisation.

Lack of funding for 'ad-hoc' needs or responding to emergency situations is a source of frustration for the organisation. As much of the funding it has received has been for planned activities, responding to emergencies remains under-funded. One of the possible reasons for this, according to New Horizon, may be due to funders' desire to provide assistance for visible projects. The organisation has managed to overcome this difficulty to a certain extent by submitting proposals structured in a way that leaves room for additional activities to be included, if necessary.

New Horizon would also like to expand its activities to cater for migrant workers, as well as refugees and asylum seekers, as many of the migrant workers coming to work in the town are in need of some assistance. However, as the main funding it receives is from the ERF, a fund established solely to fund organisations to provide services to refugees and asylum seekers, There is support within the organisation for a funding stream targeting migrant workers, similar to the level donated by the ERF, is necessary.

New Horizon also highlighted the difficulties faced by volunteers, including the high support needs of some of their clients, and factors such as the "bereavement process" some experienced when an individual or family with whom they had worked had their application to remain in Ireland refused. Thus, the support needed by some volunteers created additional pressure for the long-standing volunteers and the one paid employee. Again, accessing core funding to allow the organisation to provide adequate support for volunteers would be of benefit to the organisation.

Another difficulty recognised in relation to overall funding for the sector was the lack of ethnic-led organisations in receipt of any support. The only such organisations who had managed to achieve some level of success in sourcing funding were those that had modelled themselves on Irish organisations and had worked to develop the profile of their organisation. It was acknowledged that there is a need for Irish-led organisations to encourage ethnic-led organisations to develop by allowing members of ethnic minorities to sit on relevant Boards of Management and thus get informal training on how structures specific to Ireland operate.

5.5 Nature of Organisations' Activities

5.5.1 Overview of Activities

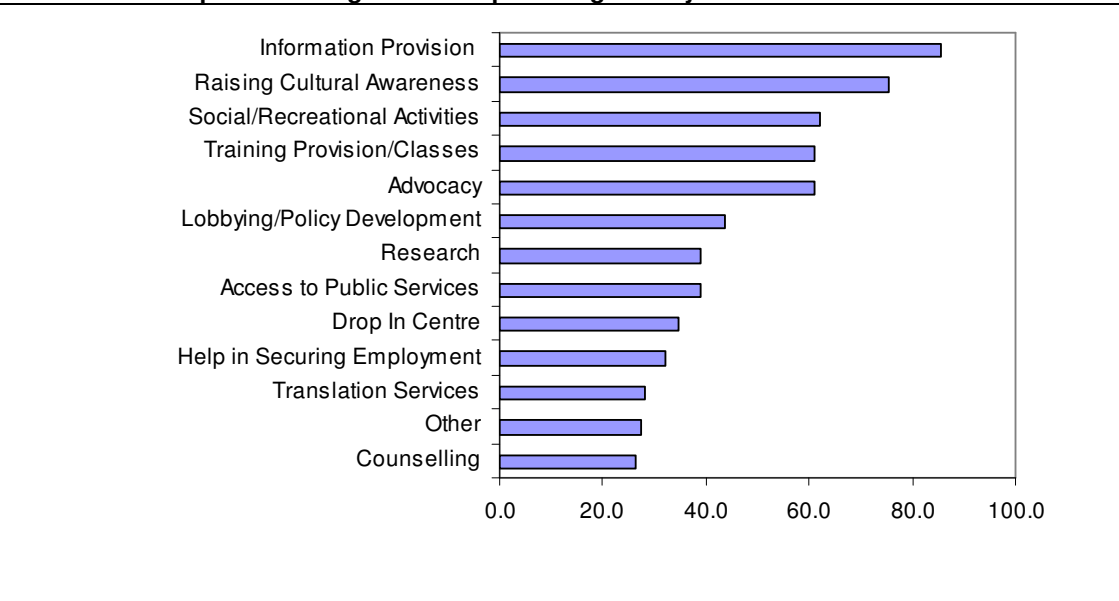
As noted above, a range of motivations have led to the establishment of organisations representing migrant ethnic groups around Ireland and this often dictates the nature of activities that have subsequently been progressed. Many also develop their activities over time as needs are identified and appropriate responses formulated. In this section, the different types of activities progressed by organisations are analysed and the differing areas of intervention that have been targeted in this process are highlighted. This will allow us to relate such activities to the funding currently available and to the future needs in this regard later in the report.

Understandably, the organisations had a diverse range of aims and objectives, with some concentrating on ensuring their specific target group could successfully integrate into Irish society, while others wished to provide an opportunity for their members to come together and provide one another with support. Awareness-raising, provision of services, promoting the rights of members and were also among the objectives mentioned by organisations.

As can be seen from Figure 5.1, the services provided by the majority of organisations, information provision (provided by 85.5% of organisations), raising cultural awareness (75.5%) and social/recreational activities (62.3%) are services that can be provided with little cost (compared with other services such as a drop-in service or assistance with securing employment). In addition, the fact that so many organisations are providing the same service, particularly in Dublin, indicates that there is some duplication of services. It is important that, when defining the objectives of any new organisation ~~representing~~ representing a migrant ethnic group, that it considers the services currently being provided and avoids duplicating work currently being carried out by existing NGOs. Activity must focus on the gaps in existence if funding is to be successfully attracted.

Overall, it appeared that a substantial number of organisations, particularly newer, smaller organisations, were not in a position to provide a wide range of services. As many as 30% of groups provided three services or fewer, of which, information, social/recreational activities raising cultural awareness were the most commonly provided. A number of these groups indicated that their funding requirements were substantial, suggesting that the lack of funding for staff and projects prevented such organisations from growing and developing. However, an analysis of the objectives of each organisation in conjunction with the services provided indicated that many organisations lacked the capacity to ensure the organisation continued to evolve and meet the needs of its service-users, particularly as members of the new communities integrate into Irish culture.

FIGURE 5.1: Proportion of organisations providing activity/service



SOURCE: Fitzpatrick Associates' Analysis of Organisations

Eastern European Association of Ireland

The Eastern European Association of Ireland, based in Cork, was established in February 2004. It aims to promote Irish culture to Eastern Europeans coming to live in Ireland and also to introduce cultures from the Eastern European countries to Ireland. The organisation has held a variety of events, including seminars and lectures on the cultural and social life of Eastern European countries for local people to learn more about the new arrivals to their community. It has also organised social events, such as the Cork Multi-cultural Open Door Event to promote intercultural and anti-racism initiatives and to raise awareness of the wide range of recreation activity opportunities available for all diverse groups in Cork. A range of artists and musicians based in Ireland are showcased at the event, along with a Craft Fair and Food fair. The Eastern European Association also produces *The Immigrant* newspaper, which provides newcomers to Ireland with information on important issues such as education, accommodation, employment opportunities and related activities and services, culture, news, the health service, child care, entertainment and other services available to newcomers, migrant workers, foreign students and other immigrants to Cork city and county.

The organisation is aware of many of the difficulties currently being experienced by migrant workers from Eastern Europe, including an increase in the number availing of homeless services. While over 251,000 people from Eastern European countries have registered to work in Ireland since 2004, according to the Department of Social and Family Affairs, many have been unable to get jobs due to the language barrier and a gap in the qualifications they received and the standard accepted in Ireland. However, the Eastern European Association does not cater for these groups, as to do so would simply result in a duplication of services. Instead, they can act as a contact point for Eastern Europeans and refer people on to the most relevant service in Cork. However, the organisation believes that there is a need for more face-to-face contact between Eastern Europeans and feels that a room in a community centre would go some way to catering for this need.

To date, the organisation has received little funding. It is fully staffed by approximately 15 core volunteers, and the costs of producing the newspaper are covered by advertisements in the paper itself. The organisation has found it particularly difficult to get funding for its newspaper, as most of the government departments have a policy of not funding the media. Sourcing advertisers for the newspaper has also proved something of a challenge, and the organisation has not been able to print the newspaper some months. The lack of statutory funding has held back the development of the newspaper, as it is not possible to increase its size or to distribute the newspaper on a national basis due to the production costs. The lack of funding for the organisation as a whole has also impeded its development. Funding for a full-time staff member would ensure that the running of the organisation could be carried out more easily, as the organisation has a high turnover of volunteers, due to many refugees and migrant workers working long hours or returning home. This means that there is a constant need to retain volunteers to carry out the core work of the organisation. Care is also needed to ensure the skills of volunteers are of a sufficiently high standard to carry out their role effectively.

The only funding received to date has been once-off grants to fund specific events or activities, such as the Open Door Event, which is due to take place again this year. This event was funded by the Department of Justice, Equality and Law Reform, Cork City Partnership, Cork City Council, Western Union money transfer and Vejas Eastern European Food Store. The core volunteers in the organisation are developing a better awareness of the different funding streams available and the process involved in applying for funding. For example, the experience gained by volunteers in applying for funding from Pobal for office equipment proved to be a valuable experience in learning what documentation is required for standard funding application forms, as well as developing an understanding of the type of project funders are willing to fund. The Eastern European Association also feels that the decision to fund a group is based in part on the ability of the funding body to trust the funding recipient, and is working to capitalise on this knowledge. It is in the process of establishing good working relationships with statutory bodies, such as Cork City Council, in order to optimise opportunities for obtaining funding.

It is important that the existing work of the migrant ethnic organisations is not overlooked, particularly in terms of facilitating greater integration by their particular ethnic groups into Irish society and in ensuring that the Irish communities in which they are based do not develop prejudices with regard to their presence. Organisations such as the Nigerian Association of Ireland or CABI (See below) consider one of their major roles to be countering prejudice against their fellow nationals given the public perceptions that have developed. Countering stereotypes and the disadvantage faced by their community as a result of their nationality are key principles that have resulted in initiatives to inform Irish people of the positive aspects of Nigeria and in developing cross-community projects to highlight their commitment to integration.

Centro de Apoio de Brasileiros na Irlanda (CABI)

CABI was established in 2005 in response to the need for a constituted legal platform to better promote the healthy and productive integration of the Brazilian community and their families into the wider Irish society. The organisation is run by two full-time recently retired volunteers, both of whom are fluent in Portuguese and have a detailed understanding of Brazilian culture, after both having spent most of their working lives in Brazil. A further three or four people also help out part-time. CABI volunteers provide translation services, information on rights and obligations in the workplace, and support on health matters, the social welfare system and other issues. Much of the work of the organisation to date has been focused on building relationships with government officials within the immigration system. This helps to ensure that volunteers are kept up-to-date with the intricacies of the immigration process so that Brazilians coming to live and work in Ireland move through the legal processes more smoothly.

There is a strong perception that users of CABI services consider the support offered as highly valuable. A level of trust has been built up with clients, with the Brazilian background of the volunteers helping considerably in this regard. It was also noted that similar trust has been built up with government officials, who have noted that they can carry out interviews with Brazilians more quickly as a result of CABI's assistance.

CABI has received limited funding to date. They have "piggy-backed" on initiatives run by a for-profit company, Brasilforall, who organise social events for Brazilians. Such events can help CABI to raise enough money to keep the organisation going for a sustained period. The organisation has also been given an office in SPIRASI (Spiritan Asylum Seekers Initiative). However, much of the organisation's work involves face-to-face interaction with Brazilians around the country, the lack of resources means that the office has to remain unmanned. It appears that the bureaucracy has managed to put CABI off applying for funding, as they are aware that the process takes time away from the work on the ground. However, the organisation would ideally like an office and a full-time administrator, to ensure the cohesion of the organisation develops and the volunteers can concentrate more fully on the work on the ground. There has also been little contact with existing organisations in the community and voluntary sector, aside from SPIRASI, although it is acknowledged that their expertise could be helpful in the development of CABI in the future.

There is a perception within the organisation that many of the needs of Brazilians and other migrant workers are not being adequately met by State services. For example, many workers are being mistreated by their employers, and CABI hears harrowing stories from Brazilians working in Ireland on a regular basis. They feel much of this mistreatment is due to the inadequate English language skills of Brazilians, as employees do not understand their rights and can thus be exploited by employers. It was noted that English language training is inadequate to meet the needs of migrant workers in Ireland. Many courses provide as little as two hours a week, which is not an adequate amount in which to learn a language. In addition, as migrant workers are often paid a low wage, and thus work long hours, the times of many of the classes are unsuitable, as they take place during office hours.

Networking organisations are another key type of organisation and it is important not to underestimate some of the positive work undertaken by these groups in assisting representative groups. They have, and should continue to be resourced to have, a key outreach and technical support role with regard to the groups, and can bring them together to share ideas about best practice and develop joint approaches to addressing their needs. It also facilitates a greater level of influence on policy-making, as feedback can be filtered through a larger organisation that can carry more weight than individual groups highlighting policy concerns.

5.5.2 Organisations Focused on Addressing Issues

There are of course many groups that have been established within Ireland to focus on issues within communities rather than serve a community defined by nationality or geographical area. Predominantly, these groups often have a gender or religious focus, and it is important that the unique needs of the target groups that these organisations serve are not overlooked in the consideration of the development of future funding.

Addressing the concerns of religious groups in particular has been identified as problematic, as they do not fit neatly into the responsibilities of funding organisations. While taking account of any new community organisation in the funding procedures of established programmes has proved difficult, a further complication of these groups has been a lack of flexibility within these programmes in relation to the religious issues that must be addressed by such focused organisations. Support of religious based communities has just as much justification as for any other community around which an organisation has been formed, and future funding procedures must ensure equal access in this regard. Flexibility in use of funding was also held up to be a key guiding principle if such organisations were to address the needs of their target groups effectively.

In some ways organisations based around a religion or where a significant proportion of membership share a religion and hence place of worship have found it easier to organise themselves. It ensures that members meet regularly within an identifiable space, and share a common ethos about many of the pertinent issues. With a strong membership base, this assists in the building of organisational capacity, and the level of voluntary commitment is also often higher than is apparent in other community organisations. This reinforces the fact that funding can be allocated to these organisations with a high degree of confidence that it will be used effectively and with significant additional human resource commitment.

It is worthwhile noting the excellent examples of partnership working among organisations with regard to specific issues. AkiDwa and the Islamic Cultural Centre worked together on a joint proposal for departmental funding to build capacity to combat discrimination against women from migrant ethnic groups around the country, with a full training programme developed in partnership with Duchas.

Irish Sikh Council

The Irish Sikh Council was established in 2004 in response to a significant expansion in the Sikh population in Ireland. Based at the Gudwara Sahib, the Sikh place of worship in Ballsbridge, it is a wholly independent and non-profit making organisation that aims to:

- Advocate, campaign and make representations on the concerns and aspirations of the Sikh population in Ireland on matters including education, race, spiritual development, and community relations.
- Promote good relationships between the Sikhs and other communities in Ireland.
- Promote responsible ethical and moral values in society.

The organisation serves a population of 1200-1500 Sikhs living in Ireland, around 80% of which are based in Dublin. It is governed by a management group of 15, with responsibilities allocated to each member in relation to areas including coordination, administration, financial management, community development, interfaith relations, events and initiatives, press and information, recruitment and membership, women's issues. All members currently serve on this group on a completely voluntary basis. A formal membership of around 300 formally elects this management board, with a constitution in place to guide its activities.

Formal accounting and reporting procedures are in place, as the organisation draws most of its resources from its own members, and therefore places a great emphasis on accountability. The premises are used as a social as well as a religious centre, with regular classes for their members and a community kitchen in place from which free meals are available. The wider community are also welcomed into the Gudwara Sahib on days of worship to experience Sikh culture.

The relatively young organisation has been able to progress with a number of initiatives in relation to information and awareness raising, with a bilingual newsletter produced focusing on issues such as health and employment rights, arrangement of English speaking classes and even in counselling of members, but a number of important projects are awaiting progression due to a lack of funding. The organisation acknowledges that it is extremely difficult to understand exactly what the existing funding sources are and how to access them, and believes a much more coordinated central source of information in this regard is now required.

Central to moving funding forward in the future is believed to be a recognition of the diversity of population now living in Ireland that not only focuses on nationality but also takes account of religious and gender issues. Flexibility in approach to any new funding procedures developed would therefore be a key objective. There is a perception that there is a reluctance to fund anything with a religious component at national level, but religious issues are intrinsically linked to ensuring successful social, cultural and economic integration for groups such as these. In issues such as education and crime there is a perception that the problems faced by the Sikh community are being overlooked, and that assistance must be given to ensure that issues can be raised by their community at national level.

It is important to acknowledge that other groups have been established to focus on issues such as domestic violence, children's rights, or access to employment and it is important that their needs are also taken into account within funding programmes. In this regard it is essential that access to mainstream funding sources by organisations representing migrant the ethnic groups become a key policy objective moving forward, as it is individual departments and agencies that have responsibility and indeed expertise in dealing with such concerns. Activity to prevent domestic violence, for example, should be supported by the Department of Justice, Equality and Law Reform, while an initiative focusing on children should be assisted by the Health Service Executive. The funding of work with regard to employment rights, meanwhile, should be the responsibility of the Department of Enterprise, Trade and Employment.

5.5.3 Support Organisations and Networks

There are a number of key organisations operating in Ireland that are focused on addressing specific issues in relation to migrants at national level, have facilitated the development of networks of representative organisations, undertake research and develop policy in relation to the needs of migrant ethnic communities or provide a range of supports to these communities. These organisations, while not the primary focus of the study, play an important role in supporting the activities of organisations directly representing migrant ethnic groups. It is therefore important to highlight some of the work undertaken by such bodies in assisting representative organisations in

Cairde are an organisation committed to reducing health inequalities amongst ethnic minorities, with an ethos that the most effective means of achieving such a goal is via a community development and empowerment approach. Supported by the HSE, the Combat Poverty Agency and the Dormant Accounts Fund, the objectives of the organisation include the building of capacity of migrant ethnic community organisations to identify their own needs and develop an awareness of the policy context within which services are planned and delivered; and to build the capacity of these organisations to act collectively in engaging with statutory service planners and providers to ensure that genuine processes of consultation and participation are initiated between ethnic minorities and the policy system. In partnership with the Dublin Inner City Partnership, Cairde operates a small grants scheme to support organisation development of ethnic migrant representative groups, offering between €400-€600 to successful applicants. It has also supported the formation of the New Communities Partnership, providing office space to many of its members, and facilitating partnership working between organisations to share resources, build capacity, apply for funding and exert greater influence on the development of policy at national level. This partnership approach may represent a key way for organisations to achieve their aims, particularly for a funding perspective, and funding organisations might give consideration to whether they should make provision to support such groupings in the future. This would encourage further partnership working and perhaps offer a more cost effective and efficient approach to the delivery of services by representative organisations in the future.

The limited social networks that exist for individuals attempting to establish migrant ethnic organisations has been identified as a key barrier to effective operation of the organisation in the initial period. The involvement of support organisations is therefore critical in helping them to understand the intricacies of the funding, policy development and service delivery systems in place and in encouraging them to think innovatively about their most appropriate role.

Integrating Ireland plays a positive role in this respect. The organisation has a mission to serve as “an independent network of community and voluntary groups working in mutual solidarity to promote and realise the human rights, equality and full integration in Irish society of asylum seekers, refugees and immigrants”. They are committed to developing a network of migrant ethnic organisations, facilitating training for these organisations, providing mentoring and support, assisting with the business planning process and in general helping to build the capacity of immigrant led organisations. They are also concentrating significant activity on developing 5 regional networks, with 4 regional offices planned to be established by mid-2007. This is in response to a perceived under-resourcing of organisations outside Dublin and the need to develop more locally based response to truly meet the needs of the community groups. Coordinate activity at regional level and facilitate access to funding, with the heads office more focused on policy development. Integrating Ireland has 220 registered members and believes it represents a good-cross-section of organisations, although it is acknowledged that there is some scope to increase representation from migrant labour organisations. It is actively involved with about 70 members at any one time and is hoping the regional structure can facilitate greater engagement with a wider cross-section of organisations.

The **Immigrant Council of Ireland** promotes the rights of immigrants through information, advocacy and awareness. They work closely with representative groups informing them on policy developing and gathering views that can be used to lobby government. They have noted in the course of their work how hard it is for groups to participate. Important work carried out by the organisation includes the production of a Directory of Organisations, including 47 representative organisations.

The **Migrant Rights Centre** was established to bridge a gap in support structures and information for migrant families. It aims to provide frontline support to vulnerable migrant workers and their families, work with migrant workers to bring about policy change. However, the emphasis of the centre is working to empower migrant workers through community practice. This entails encouraging migrant workers to participate in decision-making structures. It currently facilitates two support groups for domestic workers and mushroom workers. The Centre agrees that the funding from the State going to organisations representing migrant ethnic groups in Ireland is inadequate and needs to be improved. However, it believes that certain criteria are needed in order to ensure that the organisations funded by the State adhere to or advance government policy, particularly in relation to anti-racism, integration and social inclusion. This could be done through the provision of thematic funding schemes, such as an Inclusion of Women grant, to encourage migrant ethnic groups to include all members in society. The Centre also believes that criteria need to be developed to ensure

that the groups are 'representative' in order to ensure that the needs of the marginalised within the migrant groups, such as those from lower classes or social groups, are not ignored.

New Communities Partnership

The New Communities Partnership was launched on 13th April 2005 as a new organisational structure which facilitated the coming together of a wide cross-section of migrant ethnic organisations operating in Ireland. Its establishment came in response to the recognition that community organisation and development is a process that can take some time yet the needs of the communities the organisations represent were extremely pressing, therefore there was a need for a mechanism that helped build capacity across the organisations to help meet these needs. As service planners and providers in Ireland were acknowledged to be on a steep learning curve in adapting their approaches to meet the needs of migrant ethnic communities it was felt that the grouping together of representative organisations could increase their influence in this regard and also provide an opportunity to apply for shared resources and develop more efficient delivery models to meet the needs of their communities.

A key principle of the New Communities Partnership is that it is migrant-led and provides a direct voice for the new communities in Ireland. Although currently assisted in its development by Cairde, the intention is for it to become fully independent by the end of 2007. It currently represents 25 community organisations and has grown significantly in its short lifetime. In addition to support provided by Cairde in supporting the development of the partnership and providing facilities from which it can operate, the initiative has also attracted support from the European Refugee Fund (€49,660 in 2004 and €110,406 for the next two years).

It is hoped that the grouping together of the organisations can facilitate greater access to funding, allowing sufficient capacity to be built up and resources to be shared to address some of the barriers that currently preclude individual organisations from access to funding such as financial control requirements and organisational scale criteria. A strategic plan has been put in place to guide the partnership's activities over the coming years. The forming of the partnership has already allowed a much higher profile for the issues of concern to these communities to be built up, and it is now hoped that this progress will lead to influence on future government policy development and their active engagement in this process.

5.6 Funding of Organisations

This study is seeking to development a cohesive framework in planning core funding for organisations representing migrant ethnic groups in Ireland, and hence it is critical to consider the origins of existing funding received, the strengths and weaknesses in the existing funding sources, and the gaps in funding that can be identified. This will be examined in greater depth in Chapters 6 and 7, but as the focus of the current chapter is on profiling the organisations themselves, a key

aspect of this examination must be the determination of the different funding sources utilised in order to support activity.

A total of 53 funding sources were identified during the course of the research, which will be described in greater detail in Chapter 6. However, it must be noted that there may be some overlap with regard to these funding streams with, for example, Pobal distributing monies on behalf of various government departments, who are also listed.

A total of 82% of all organisations surveyed revealed that they had been granted funding by at least one source in the past. A small number of organisations had accessed funding from a wide variety of sources, which appeared to have allowed the organisation to grow and provide a wide range of services, as well as employ a small number of core staff. However, approximately half of all other organisations had managed to access funding (mainly once-off) from a small number of sources to cover project costs.

Less than one in ten organisations had not managed to obtain funding from any source, and were purely self-funded. The majority of these organisations appeared to be ethnic-led groups, catering for a specific migrant group, e.g. Indonesians, Nigerians. Throughout the consultation process, and in particular during the workshop exercise, it was emphasised that the funding of migrant-led organisations was critical if the needs of migrant ethnic communities were to be effectively identified and articulated, and for effective responses to be developed to address these needs. While existing Irish-led community development organisations can play a successful role in assisting the new communities, this important aspect of funding cannot be neglected.

Approximately one in three organisations surveyed were in receipt of some philanthropic funding. Indeed, many philanthropic organisations have invested large amounts of money in the sector, as will be described in further detail in Chapter 5. The large amounts of funding that have been given to selected organisations in the sector mean that these organisations have been able to plan ahead, rather than wasting time applying for more funding.

Network of the Integration of African Children in Ireland

The Network of the Integration of African Children in Ireland aims to support African children in integrating with both other African children and Irish children in Ireland. It provides social and cultural activities for children living in Dublin, including weekly arts and crafts activities, twice-weekly outreach sessions for African children or others looking for information, an Easter project, an annual food fair and a three-week summer project, including excursions, sports days and personal development activities. The organisation was established in 2003, and hoped to fill a void in the lack of facilities available for children during the summer months at an affordable price.

The IACI carries out a number of innovative projects. For example, it recently provided training for local Gardai, to give them more of an insight into the needs and cultural background of Africans or people of African origin living in the area. It was hoped that this would prove beneficial to the children of Africans, as their parents would have better relationships with local police. They are also hoping to provide a six-week training programme for young single mothers living in direct provision accommodation, in order to empower them about their future prospects. The IACI also holds an annual food fair for secondary schools, which many schools have indicated is an imaginative and effective way of educating children about multiculturalism in Irish society than any other module.

While the organisation is now thriving, and is fully supported by volunteers, and has managed to achieve small amounts of funding, it was originally difficult to get many of the activities established. The organisation has now built up a relationship with three of its biggest funders, Dublin City Council, the Irish Youth Foundation and County Dublin VEC. While the IACI appreciate the funding given by each of these three organisations, they also appreciate the overall support, and the time each takes to attend events hosted by the IACI. This information is useful, as there can be hostility towards organisations starting up, as there is fear that Catholic Youth Care (CYC) also provide the IACI with funding, and pass on any information they receive about funding streams. The CYC also provide training for all of IACI's volunteers around child protection.

Applying for funding can be a difficult process for newly-established organisations as there is a lack of recognition that smaller, newer organisations often have more passion and drive to meet their aims. In order to overcome this, the IACI feels that funders should come out and look at projects, rather than judging them solely on the basis of an application form. It is currently in the process of expanding its activities, and recently opened an office in Dundalk, and is in the process of setting up a base in Waterford. The organisation would like to operate at local level throughout Ireland to a greater extent, and would like more funding in order to achieve this. If given more funding, the organisation could start to employ staff to run the organisation more effectively and provide more activities for children. While much has been done for non-Irish children in recent years, their needs are constantly shifting, and there is a need for organisations like the IACI to identify these changing needs and continue to provide services to meet these needs. It also feels that the Department of Education need to do more to help non-Irish children integrate, and to encourage Irish children to learn more about multiculturalism, by planning activities and modules with the assistance of ethnic-led organisations, such as the IACI.

NASC: Irish Immigrant Support Centre

The Irish Immigrant Support Centre (NASC) aims to respond to the needs of immigrants in the Cork area. It was developed in 2000 by a number of individuals from Cork-based community and voluntary organisations to examine the possibility of providing a range of services for refugees and asylum seekers arriving in Cork, following the Government's decision to disperse direct provision accommodation sites for asylum seekers throughout the country. The organisation now consists of 1 full-time Co-ordinator, 2 part-time FAS workers, and a small number of volunteers.

There are three strands to the work carried out by NASC, which aim to offer a holistic approach to catering for the needs of migrants, asylum seekers and refugees: direct service provision; community development and advocacy and policy development. Among the services provided by NASC is a wide range of information clinics, including on the legal elements of the asylum process, voluntary repatriation and the health and social welfare systems, advice on job seeking and CV structuring. NASC also runs training courses in English, maths, computer skills, training in public speaking and personal development. Community development work is carried out through NASC's subgroups, the social and cultural group, campaigning and political group, women's group, speakers panel, each of which are made up of members of the local community, focusing on addressing issues in relation to each theme. NASC has been one of the most vocal advocacy groups for refugees and asylum seekers in recent years. It has produced a number of policy documents, written submissions in relation to various government policy decisions and liaised with various statutory bodies regarding these and other issues.

NASC is one of the only organisations in Cork providing services to refugees, asylum seekers and migrant workers. On the whole, there are good relationships and co-operation between the few other organisations providing services in Cork, meaning little duplication. However, a dearth of statutory services for refugees and asylum seekers was noted, with the lack of an INIS office in Cork cited as one example.

NASC received ERF funding in both 2001 and 2004 and was unsuccessful in its 2005-2007 application. It also receives regular funding from the Joseph Rowntree Foundation, the Community Foundation, Musgraves and the SMA Fathers. NASC has also recently been promised funding by two of the larger philanthropic organisations. It also receives smaller, once-off funding from Ireland Aid, Trocaire, the National Action Plan Against Racism, RIA, the Department of Social and Family Affairs Community Grants Scheme, Hibernian Insurance, the Irish Vocational Education Association and the Arts Council.

The way current funding streams operate means that it is difficult for the organisation to strategically plan ahead, and the lack of funding available means that there are constant worries that the organisation may have to close down with short notice, leaving a large gap in service provision. In addition, a large amount of staff time goes towards writing funding applications and reporting on funding received. NASC usually has an average of 20 different sources of funding each year, for various activities, all of which must be accounted for separately, resulting in a huge administrative burden. There is also the more recent concern that ethnic-migrant led organisations, for whom

groups are lobbying funders to allocate grants, may begin to receive a large proportion of available funding. While NASC feels that it is important ethnic-led groups receive a share of funding, the lack of funding generally available may mean other established organisations may find it more difficult to attract funding. In the future, the ideal scenario would be for NASC to be mainstreamed as an ongoing community development programme, perhaps using the CDP model.

6. Current Sources of Funding

6.1 Overall Levels of Funding

This chapter describes in detail the current situation with regard to funding for organisations representing migrant ethnic groups, looking in particular at the variety of funding bodies, the strengths and weaknesses in the existing funding sources, and the gaps in funding that can be identified. In general, the funding currently being channelled into the sector is small, and is mainly characterised by once-off grants to fund projects. Few organisations have managed to secure medium- to long-term funding, and those that have are larger, well-known, Irish-led organisations. Much of the core funding has been donated by philanthropic organisations.

6.2 Nature of Funding Support

6.2.1 Funding Sources

As was already indicated in Chapter 4, funding is available from a wide variety of sources, both statutory and non-statutory. On the statutory side, a number of government departments supply funding, either directly or through state agencies or other bodies under their remit, such as the local Partnership companies (Department of Community, Rural and Gaeltacht Affairs) or the City and County Councils (Department of the Environment, Heritage and Local Government). In general, the funding provided by individual departments relates to the remit of the overall department. For example, the Department of Social and Family Affairs funds organisations that provide information on social welfare and other payments. However, many of the once-off funding schemes run occasionally by the various government departments and state agencies have a wide remit, and encourage applications from a wide range of groups. A list of the funding schemes available can be found in Annex 3.

Non-statutory organisations include philanthropic organisations such as Atlantic Philanthropies, the One Foundation, the Katherine Howard Foundation, St. Stephen's Green Trust (etc) as well as public and private companies such as Vodafone, Marks and Spencer and Western Union, who give funding to organisations through Corporate Social Responsibility schemes. (A full list of the organisations that provide funding can be found in Annex 3). Much of the funding given by non-statutory organisations is also once-off funding, i.e. funding given on a once-off basis to cover the costs of projects. However, many non-statutory bodies also cover 'core' costs, including staffing and other administrative costs.

While it is clear that a large number of bodies, both statutory and non-statutory, are willing to fund organisations and encourage integration, this large number in itself creates a number of difficulties. As it is clear that many funding bodies provide grants for similar projects or activities, this may help to

perpetuate some of the duplication of services seen elsewhere, as the lack of communication between funders means that it is not possible to ensure that value-for-money is ensured on the grants allocated. In addition, it is difficult for organisations looking for funding to be familiar with the extensive number of funding sources in existence, particularly as some are new to Ireland and are also learning about the political and bureaucratic structures that govern everyday living.

A total of 38 funding streams allocated through 27 funding bodies are currently open to organisations representing migrant ethnic groups in Ireland.⁴ Of these, 19 statutory funding streams (allocated by 12 bodies) were identified, along with 19 non-statutory streams from 15 sources. However, just six of these funding streams (16%) aim to target specifically the needs of migrant communities. As such, groups are 'competing' with a range of community groups for the limited funding available within the majority of the funding streams available in Ireland. All of the 38 funding streams available require organisations to provide their company registration or charity number. As stated above, this excludes organisations with no formal status from applying for funding. Just four organisations fund core costs (i.e. salary and running costs). However, two of these do not operate via an application process; rather, the funding body approaches the organisations it wishes to fund directly. This further limits the ability of newly-established organisations to source appropriate funding.

It was noted that the NCCRI provide a highly useful monthly bulletin to registered organisations that provides information on funding sources. The Irish Funding Handbook is also viewed as beneficial by those organisations that have accessed it, although there does appear to be a lack of awareness of this publication among some groups. The NCCRI is also in the process of producing a handbook specifically for organisations representing migrant ethnic groups. Other organisations, such as The Wheel and Comhairle also give information on funding sources and how they can be accessed.

A key source of funding that must not be overlooked is the contribution made by the communities that organisations represent. It was found that in a number of organisations the principal source of funding is in the form of such donations, with clear reporting structures put in place to ensure accountability to its members. For example, the Irish Sikh Council, with its almost sole reliance on these contributions, has developed strong engagement from its members, with its religious focus ensuring regular congregations of members and consistent feedback on the development of their activities.

The non-financial support from other statutory and community and voluntary organisations must also be taken into consideration. Combat Poverty Agency is a case in point. The organisation has helped to fund capacity building activity (AkiDwa, the Louth African Women's Association) and the production of a strategic plan. It has also played a role in supporting networking activity. The *Having Your Say* Programme aimed to work with local community and voluntary organisations to promote awareness and knowledge amongst anti-poverty groups, public officials and elected representatives

⁴ Funding streams whose applications are currently closed were not included in this analysis, as it could not be ascertained whether they will be run again in the coming year.

of the right of people in poverty and their representatives to be actively involved in policy decision making processes. In addition, Combat Poverty has provided organisations with information and assistance about completing its funding application forms, in order to ensure groups are realistic in their ability to carry out the planned project.

Other sources identified have included support from the home government of the migrant ethnic community, sometimes accessed via the Embassy or Diplomat's office based in Ireland. The Latvian Association has received small grant support of this nature, although it was noted that the reporting requirements have proved very stringent. However, this involvement has also facilitated the provision of space to hold events and thus heighten the status of the group, making it more eligible for Irish funding. Investigating this potential avenue could be worthwhile for groups with a clear link to a specific nationality.

Support from private sector companies has also been forthcoming in some instances, particularly by those with a large concentration of migrant workers. The recent phenomenon of Corporate Social Responsibility has also created more funding opportunities for the community and voluntary sector, as private companies have recognised the benefits of showing the more 'human' side of the company through engaging with the community. In addition, the tax benefits that companies can accrue also make corporate donations beneficial to shareholders.

There is also evidence to suggest that many statutory bodies have started to recognise their responsibility towards migrant ethnic groups. Initiatives by local partnership companies to support and provide advice to local migrant groups, and the anti-racism strategies adopted by many statutory bodies as a result of preparatory work carried out by the Equality Authority in advance of this year's Anti-Racism Week highlight the growing awareness of the needs of immigrants in Ireland. The Department of Justice, Equality and Law Reform's *Funds for the Initiative to support the Integration of Legally Resident Immigrants* also shows the level of commitment by the government to help immigrants to integrate. However, this funding stream highlights the lack of understanding by the government of the capacity of such groups. One of the conditions attached to the fund is to ensure that the results of the project can be sustained in the long-term. However, the lack of funding available in Ireland to mainstream innovative projects is negligible. Indeed, perhaps the low number of organisations that applied for this fund can be explained by the pessimism among organisations representing migrant ethnic groups about the possibility of sourcing mainstreaming funding. Greater support from all government departments is needed to ensure community and voluntary organisations supporting migrant ethnic groups can operate successfully.

6.2.2 Funding Provided

While it was difficult to get a full picture of the funding available due to the sensitivity with which many organisations hold such information, it is clear that much of the funding available is given on a once-off basis, and much covers project costs only. The only dedicated public funding available is the European Refugee Fund, a fund allocated from the European Commission, and managed in Ireland by the Reception and Integration Agency. The ERF provides larger tranches of money than other statutory bodies, and also funds organisations core activities. Table 6.1 gives the details of the funding available through selected funding streams.

TABLE 6.1: FUNDING AVAILABLE THROUGH SELECTED FUNDING STREAMS	
Statutory	Range of Funding Available
ERF	11,000-136,000
Dormant Accounts	20,000-1,800,000
Dublin Bus Community Support Programme	1,000-5,000
Family Support Agency	1,000-63,000
RIA Small Grants	2,786 (average)
Non-Statutory	
Church of Ireland Priorities Fund	500-60,000
Community Foundation Small Grants Scheme	1,000-5,000
Irish Youth Foundation Small Grants	up to 3,000
Irish Youth Foundation Medium Grants	up to 15,000
Irish Youth Foundation Large Grants	up to 50,000
Katharine Howard Foundation General Grants	500-2,500

European Refugee Fund

The European Refugee Fund (ERF) is one of the largest funding streams available to fund organisations providing services for refugees and asylum seekers in Ireland. It was established in 2000 to support and encourage the efforts of Member States in the reception of asylum seekers, integration of refugees and voluntary repatriation projects. A total of €216 million was allocated by the Commission for the implementation of the first phase of the fund which began operating with effect from 1st January 2000 until the 31st of December 2004. In June 2004, the EU Council reached political agreement on an EU Commission proposal for a second phase of the European Refugee Fund to run from 2005 until 2010 inclusively.

An examination of the projects funded by the ERF highlights the changing needs of refugees and asylum seekers in Ireland, and the increase in the number of organisations providing services for these target groups. For example, seven projects were funded in 2000, four of which were to carry out reception activities and just two integration. By 2004, over twice as many projects were funded (16 in total), of which ten were for integration, two repatriation and just four were for projects on reception. In addition, the total amount of funding given in 2004 was almost six times that awarded 2000 (approximately €808,465 and €136,000 respectively), although the share given to each project in 2004 was less than in 2000.

Several of the organisations consulted for the current study had received ERF funding over the last number of years. Many praised RIA staff in administering the fund, indicating their helpfulness and promptness in dealing with queries. It is also clear that the funding received was invaluable, as it provided funding for core activities, which many reported was often difficult to obtain. However, the administrative regulations of the ERF created a number of difficulties for its recipients. Many felt that the lengthy financial reporting required by the ERF was disproportionate to the amount of funding given; while some organisations received substantial amounts of funding, up to €136,000, others received as little as €12,000-€15,000. Many of the organisations that received ERF funding also complained that the funding was often allocated later than originally promised. As ERF funding is paid retrospectively, this created problems for ERF creditors, who were also often non-governmental organisations relying on various irregular funding sources. At least two organisations indicate that late payments almost forced them to shut down. The Programme was also criticised as the basic objective of the Programme was not realised. ERF funding aimed to pilot innovative initiatives which could then be mainstreamed by the respective government. However, the lack of mainstream funding available in Ireland has meant that few ERF projects have received long-term core funding.

While the ERF was praised for its decision in 2004 to bring in a three-year funding grant, this also created problems for applicants. While the fund was due to run between 2005 and 2007, delays in processing applications meant that projects were notified about whether or not they had been accepted in January 2006 and so each project had to modify their plans to fit with the shorter time-frame.

An evaluation of the 2002 ERF carried out by Goodbody Economic Consultants in 2004 highlighted many of the same difficulties. This serves to indicate that few mechanisms were put in place in the intervening years to ensure the problems outlined above would be minimised. However, it is possible that the introduction of multi-annual ERF funding may help to decrease the administrative burden on organisations and allow them to plan ahead to a greater extent.

The European Refugee Fund has been pinpointed as a significant source of funding for a number of the most developed migrant ethnic groups in Ireland, with the assistance allowing them to develop capacity and secure other assistance from philanthropic and other non-government sources. The success of organisations in this regard suggests that with some initial support, there is a natural development process that could put organisations in a position to compete successfully for mainstream resources within the area of activity that represents their need.

Many once-off grants are allocated on a competitive basis. Many such grants require organisations to carry out a specific project, to progress policy in a certain way, such as the NPAR's grants schemes in 2005. The large number of organisations looking for money from such a small 'pot' leads to a lot of competition, and encourages groups to work against one another, rather than together. Organisations looking for funding through grant schemes need to have skills in submitting successful application forms. Indeed, the need for such skills has spawned a new industry in this area, as many organisations offer courses in completing successful grant application forms. This suggests that

there is a certain set of criteria used to judge the best applications that can and need to be learned by organisations applying for funding. Discussions with groups suggest that groups who typically receive funding have learned through trial and error the right terminology, or what projects or activities are more likely to be funded, are more likely to receive funding.

In general, once funding has been awarded, organisations are required to report on the funding received, which involves producing textual and financial information which proves that the funding was spent as originally envisaged. Often, 'template' forms are used for reporting purposes, which means that the amount of time each organisation is required to spend on reporting may be disproportionate to the funding received. For example, an organisation that received €1,000 may be required to report on how the money was spent in the same way as a group that received €80,000. This puts pressure on staff in organisations, and ultimately brings into question whether organisations themselves are getting 'value-for-money'.

NPAR Grants Scheme 2005

In 2005, the Department of Justice, Equality and Law Reform in association with the National Consultative Committee on Interculturalism (NCCRI) introduced two Grant Schemes to coincide with the introduction of the NPAR. The first scheme, introduced in January, aimed to encourage organisations to raise awareness about racism and highlight cultural diversity in Ireland. The second scheme, which was announced in April, aimed to give funding for projects in the area of Sport, Recreation and the Arts which encouraged participation and involvement of ethnic migrant groups. The grants were open to all public, voluntary and community groups, which promoted partnerships, and sought to focus on one of the five pillars of the NPAR. Both grants had two schemes. Within Scheme A, groups could apply for between €3,000-€7,000 while a total of €10,000-€15,000 was available through Scheme B (for projects involving a number of partners).

The conditions with which groups applying for funding were asked to comply were similar to those of other funding streams. Groups that applied for funding were asked to give detailed accounts and tax number or registered charity number. They were also asked to account separately for the funding and complete a short evaluation report after the project was completed on the lessons learned, any difficulties encountered and an assessment of the outcome of the project.

A total of €525,000 was donated between the two schemes (€275,000 for the Scheme announced in January and €250,000 for the April scheme). Groups throughout the country were funded, with an effort made to fund smaller groups, although many different types of groups were funded, including area partnerships, community development projects, local authorities, schools and trade unions.

The application procedure was considered to be fairly straightforward by groups who received funding, relative to other funding streams. The original application form was not considered to be too time-consuming and the reporting streams were uncomplicated. However, as with other funding streams, the various requirements, including tax or charity number, detailed accounts and accounting procedures may have automatically limited or discouraged many groups from applying.

A small number of organisations, most of which are larger, Irish-led groups, representing ethnic minorities receive core funding from philanthropic organisations. In general, philanthropies who give core funding do not require organisations to adhere to strict reporting procedures. The large amounts of funding donated by these groups to the fortunate few mean that their recipients can hire additional staff, plan ahead and, ultimately, achieve more, as they are able to dedicate a greater amount of time to the activities of the organisation, rather than trying to source funding to ensure that the organisation itself can continue to operate.

The importance of philanthropic organisations in support of organisations representing migrant ethnic groups should thus not be underestimated, but nor should it be assumed that such sources will remain available indefinitely, and steps should be taken to work with the organisations to ensure that they invest in activity that will lead to sustainable benefits. Atlantic Philanthropies, one of the leading funders of migrant organisations and initiatives in the country, is committed to a programme until 2016, and thus this sustainability issue is a key focus of its investment. The approach of the organisations are largely thematic, and they tend not to support small local organisations, concentrating instead on thematic interventions, usually at national level, based around access to health services, targeting of education, exploitation in employment, etc. The organisation appears open to consideration of a joint funding programme to develop a migrant voice within Ireland, and in the promotion of integration. A key focus has been the supporting of bringing organisations together, in order to feed information upwards into a policy development process, and thus build political influence across the sector. They look to fund organisations with sufficient capacity to realise the designated outcomes and objectives, rather than investing in developmental work with new, small organisations that may or may not have positive results. There might also be interest around the funding of pilot projects focused on integration, involving government, the philanthropic organisation working together in partnership with the non-governmental organisation working towards an agreed set of outcomes, They have funded projects, organisational development activity, the building of networks, and even positions with organisations. The ONE Foundation were noted to be highly active in their support of migrant-led organisations.

Philanthropic Organisations

A number of philanthropic organisations currently provide funding to organisations representing ethnic minorities in Ireland, including the One Foundation, Atlantic Philanthropies and the Joseph Rowntree Foundation, all of which have a dedicated funding stream for activities supporting ethnic minorities. The St. Stephens Green Trust, the Ireland Fund and the Katherine Howard Foundation also provide smaller funding grants to organisations working in the area.

Many of the organisations that have received funding from a philanthropic organisation have indicated their high level of satisfaction with it. The reporting mechanisms each philanthropy employ are less stringent and time consuming than statutory funding, and as such, the funding they give has been described as a 'godsend'. One organisation also felt that they had a better relationship with one

of the philanthropies from which they received funding, as representatives visited them, and were also prepared to continue to support them in spite of difficulties that had occurred within the organisation.

A number of organisations providing services to ethnic migrant groups expressed concern about the way philanthropic organisations operate; the way the larger philanthropies approach organisations they wish to fund suggests that they wish to develop some control over the way both individual organisations and the sector as a whole operates. In addition, philanthropies are not accountable to anyone and are thus not obliged to follow government policy regarding ethnic minorities. Indeed, many actively fund organisations who have not managed to source government funding. While philanthropic organisations are on the whole funding groups with a proven track record, and are themselves working to put government policy in practice, there is a danger that government policy in this area will become meaningless without attempts by Government to develop an understanding of philanthropies.

Many organisations feel that the results-driven approach used by many of the philanthropic organisations is not suitable, as much of the work being carried out by representative groups is not susceptible to this approach. However, there was a consensus that philanthropies are a 'necessary evil'; they provide core funding which is rarely forthcoming from mainstream sources, and allows organisations to develop and continue to meet the needs of their service-users. As the philanthropies tend to require less from organisations in terms of reporting and accountability, organisations are faced with fewer administrative costs, and so accepting funding from such groups is more welcome than from established funds such as the ERF, with its extensive accountability structures.

Overall, it can be seen that there is a wide variety of funding sources available, representing that there is a certain level of interest in ensuring the new communities are supported. However, the terms and conditions attached to them can make it difficult for groups to use the money effectively and the number of funding sources can mean those unfamiliar with this system may find it difficult to access funding.

It was noted that €3mn was provided via the CDPs and Partnership Companies to target integration issues facilitated by Pobal (€2mn via the LDSIP and €1mn via the Community Development Projects). There is however a perception that this support was 'bolted on' to some extent to an existing programme with limited flexibility to develop flexible responses to meeting the needs of migrant ethnic groups. Nonetheless recognition of the activity progressed by these organisations must be taken into account in this respect is not duplicated in the development of any new funding processes, and to take on board learning from this experience.

The Dublin Bus funding programme was an important source of small grants funding for migrant ethnic groups. The Stephens Green Trust also offer grants totalling €800,000 each year, and although this focuses on more general social inclusion objectives, a number of migrant ethnic organisations have been successful in securing assistance. Ad hoc support has also been

forthcoming from local authorities around the country. Dublin City Council have been particularly supportive in supporting cultural events that are organised by the representative groups – Congolese Irish Partnership, the Dun Laoghaire Rathdown County Council sponsors the annual Festival of World Cultures. Donegal County Council have also actively supported the development of support groups for the Congolese inhabitants of the country.

Dublin Inner City Partnership have resourced a small grants scheme delivered by Cairde. This is to allocate funding to migrant ethnic community groups who wish to produce newsletters, information leaflets, develop their legal structures or develop their organisation through organising community days/cultural events in an attempt to gather the wider community together.

Finally, there was also evidence of the provision of in-kind support by organisations. Bodies such as Cairde, Catherine McAuley Centre and the Longford Women's Group have contributed to the work of migrant ethnic groups by providing in-kind support in terms of space to hold meetings, communication facilities, administrative assistance, etc.

6.2.3 Gaps in Funding

The limited amount of funding currently being channelled into the sector means that there are currently a number of gaps, in terms of service provision and also in terms of which groups get funded. Capacity building is considered to be absolutely critical and meeting these needs must be a core objective of funding policy in order to enable groups to develop into effective, well-organised and well-resourced groups.

The analysis of the services being provided by organisations in Chapter 4 indicates that there is some duplication of services. Almost all of the groups identified (85.5%) supply information on the rights and entitlements of people living in Ireland to their members or service-users. However, many of the organisations consulted indicated that dissemination of information remains a central problem for migrant ethnic groups. Policies on asylum seekers, refugees and migrant workers are updated frequently, and many of the organisations consulted over the course of the study feel that specialist services are needed as statutory information providers are unable to cater for the increasingly diverse languages and groups now present in Ireland. The small number of groups providing translation services also serves to highlight the need for further information provision services. The Dublin-centred focus of statutory bodies also means that groups based elsewhere can find it difficult to access relevant information.

However, a number of the organisations consulted indicated that they found it difficult to get information on the different funding streams. As many of the groups have only been running for a short time, it is clear that there are logistical difficulties with ensuring all are given information on the various funding streams, particularly as many of the statutory bodies, such as local partnership companies, who have a remit to support such groups themselves have a limited capacity to do so.

However, the informal structures of disseminating information are also insufficient; organisations who learn of a new funding stream are unlikely to pass on the same information to their 'competitors', given the limited funding available. However, as many ethnic-led organisations find it more difficult to source information on funding, many of the organisations currently representing migrant ethnic groups are Irish-led. This suggests that it is Irish people who are currently representing and speaking on behalf of migrant ethnic groups, with little opportunity for ethnic-led groups to do so for themselves.

The voluntary aspect of activity by representative organisations highlights the high levels of commitment within the new communities to find ways to address their own needs, but it also places severe pressure on the volunteers themselves, particularly when they are asked to enter into detailed funding processes or participate in wider community activities in order to encourage greater integration. A very simple but still very constraining funding gap in this regard is the inability to reimburse costs and expenses relating to transport and childcare for people working on behalf of migrant ethnic groups, making it extremely difficult for these individuals to participate. While it is acknowledged that many funding agencies have problems in funding travel and childcare costs (on account of regularising these costs) it is considered that the provision of childcare/travel expenses are often an essential pre-requisite to effective participation in community activities.

Space was identified as a key issue that is constraining the effective organisation of migrant ethnic groups. In many cases there exists a strong base of volunteers ready to organise social, cultural, educational or other events, but the organisation lacks the space to hold such events or meet regularly at an identifiable base for the community. Where such a base exists, there appears to be much greater buy-in from the wider community, and perhaps attention could be focused on ensuring that space is made available for different migrant ethnic groups to come together on a regular basis. There may be a reluctance to fund dedicated migrant ethnic group community facilities, but there certainly is scope to build in use by migrant ethnic groups into wider community infrastructure projects. Many new community facilities have been progressed in recent years with assistance of programmes such as the LDSIP, RAPID and CLAR and Departments such as DCRGA, DAST and DEHLG and it is important to ensure that migrant ethnic groups can have regular access to these facilities and as new proposals are progressed, that they include provision for use in this regard.

Smaller groups have continually faced problems in accessing any type of funding assistance as they are too small in scale and lack the necessary structures to satisfy the accountability controls of funding organisations. There is support for the introduction of a small grants scheme that is tailored to take account of the circumstances and capacity of smaller organisations, and that would allow them to develop towards accessing other sources of funding over time. Putting in controls in place would remain important, but use of referral systems in place of funding history criteria and ensuring that monitoring process were form but not overly bureaucratic would be important objectives of any new small grants funding programme established.

Language is a key issue from two important perspectives. The learning of English is an essential component to effective integration of any individual in Ireland and support has been provided to assist in this regard. It has also been noted that organisations require assistance in terms of language in filling out application forms that will meet the standards of funding organisations. However it has also been emphasised that the groups' native languages are an important part of their heritage and that funding of education in this regard should not be discounted for reasons that it is not viewed as promoting integration. Indeed it is suggested that knowing that one's child is receiving some education in the language of the parents' country of origin can lead to more content communities that will integrate more effectively with wider society.

There have been some examples of groups securing funding at local level through the support of Partnership Companies CDPs or local authorities but this seems to have happened on very ad hoc basis around the country. The community development organisations have significant expertise that could be passed on to new organisations representing migrant ethnic groups, and steps should be taken to ensure that they stronger partnerships are developed between both types of organisations, with the end result being more coordinated planning of resources at local level, taking account of the needs of the new communities. Perhaps in future consideration should be given to ensuring that there is a nominated board members of partnerships or CDPs that represents the interests of migrant ethnic groups, perhaps drawn from one of the existing networks funded by the DCRGA, or from an organisation that can demonstrate support from a cross-section of different communities.

There is a need to fund educational activity in schools in order to ensure that racism can be combated at a sufficiently early stage, There was a lot of evidence gathered of representative groups giving talks within schools about the community that they represent in order to promote understanding and integration throughout the local area, and consideration should be given to funding these types of activity on a more significant scale. Funding in relation to health matters was also an area where sources of assistance were unclear and there could be a need for the HSE to consider further how it can engage more fully with migrant ethnic communities in order to meet their needs. The development of the Inter-Cultural Strategy should however be a highly positive step in this regard, but it must be backed by resources to target dedicated responses where necessary.

7. Assessment of Funding Supports

7.1 Introduction

In Chapter 5, a broad profile was provided of the differing characteristics of organisations representing migrant ethnic groups in Ireland, the sources from which they currently draw funding, and the needs of the communities that they represent moving forward. Chapter 6 then examined the funding of these organisations from a supply-side perspective, detailing the different organisations and programmes through which assistance is delivered, the nature and levels of support provided, and some of the existing gaps in funding identified during the research process. In this chapter we will bring these findings together, offering an assessment of the current appropriateness of funding for organisations based on a number of criteria. The strategic rationale underpinning the delivery of assistance, the link between support and meeting the needs of organisations, the nature of the funding processes deployed, the monitoring and evaluation systems in place, the dissemination of information on access to support, and other relevant issues are all considered in turn. From this assessment, it will then be determined if new funding procedures are required, the structure of any new procedures identified, and the resources that are required to underpin such developments

7.2 Strategic Rationale

It was emphasised throughout the research process by both representative migrant organisations and leading expert groups that there is now a need for departments and other funding organisations to think more strategically about addressing needs of minority ethnic groups. Indeed there was recognition of this requirement by a number of departments and funding organisations themselves, with positive policy developments becoming apparent in this regard. The current once-off project based sources of funding have generated positive outcomes, but they have tended to become available on a sporadic basis, making representational coverage across all minority ethnic groups impossible to attain, and cohesive planning by the recipient organisations problematic.

This has led to a feeling among representative organisations that there is an absence of joined-up, coordinated policies and procedures between relevant Government departments and statutory agencies. It was noted that individual departments and agencies are focused on their own programmes and there is often minimal interaction in relation to ways in which they might work more effectively together in the best interests of asylum seekers, refugees and migrant workers. There is a lack of clarity about which department should be responsible for funding which type of activity, and this has led to a situation where funding for similar organisational activities has been sourced at different times from programmes supported by the Department of Justice, Equality and Law Reform, the Department of Community, Rural and Gaeltacht Affairs, the Department of Social and Family Affairs and the Health Service Executive. While all of this funding was welcome and highly beneficial

in most cases, and could be justified on a departmental basis by the link between development of representative organisations and addressing issues of equality or integration, community development, access to health services and social welfare in each case, it was not clear that such funding activity was underpinned by a long-term, forward-looking, strategic rationale

There are signs that organisations are becoming more strategic in their approach to organisations representing migrant ethnic groups however. The HSE are currently in the process of developing an intercultural strategy, while the Department of Community, Rural and Gaeltacht Affairs is considering the future development of the Local Development Social Inclusion Programme and how best this could be adapted to meet the emerging needs of new communities. At the same time the Government announcement that the Reception and Integration Agency is to be expanded to become a unit focused on all aspects of integration should ensure a more strategic focus to the planning of government funding for migrant ethnic groups and greater accountability in terms of departments meeting their particular statutory responsibilities. It is also hoped that such a coordinating function might facilitate greater cross-department dialogue on integration of funding.

While these developments are encouraging, the ultimate goal must be to ensure that migrant ethnic communities and the organisations that represent them have equal access to mainstream departmental funding and the public services supported by such funding. It is only by realising this goal that effective long-term integration can be achieved. The rationale for dedicated funding for migrant ethnic representative organisations therefore must be to develop their capacity to ensure that they can effectively compete for mainstream resources with existing Irish-led organisations and subsequently deliver mainstream funded programmes successfully, whether they are focused on access to healthcare, advice on employment or training or delivery of a community initiative. The rationale underpinning mainstream funding moving forward must also ensure that migrant ethnic groups are not unfairly disadvantaged in securing access to support as a result the differing characteristics that they display from other community organisations.

Developing a more strategic rationale means that each department must now review its remit with regard to the services it provides and establish exactly how it can ensure that those services are accessed equally by migrant ethnic communities and that interventions are developed to ensure that any barriers in this regard are addressed. This means that the Department of Community, Rural Gaeltacht Affairs should be responsible for addressing the community development issues faced by migrant ethnic communities, just as it would for any other community defined on a geographic, gender or issue basis. The Health Service Executive should thus be responsible for meeting the health needs of migrant ethnic groups, the Department of Enterprise, Trade and Employment for employment and training related needs, the Department of Social and Family Affairs for social welfare needs, and so on. While it seems that such approaches would be in place almost by definition in this regard, it is clear from the research that there are still significant issues to be addressed to facilitate equal access to public services by migrant ethnic groups and that service delivery must therefore be adapted to take account of new and complex circumstances.

Finally, while planning of funding must be strategic in terms of clearly linking it to departmental responsibilities and objectives, it is also of paramount importance that the key determinant of resource allocation remains the scale of need by the recipient. One of the key debates around the issue of core funding for migrant ethnic groups surrounds the prioritisation of resources between the different organisations and ethnic groups. At Government level there is no enthusiasm to provide core funding to every single such organisation in Ireland, nor do resources exist to achieve such a scenario. While there is a case for ensuring that all groups, regardless of their nature, can compete fairly for access to some community development funding, and that all play a potentially important role in promoting integration of the various groups they represent, the extent of need varies substantially from group to group. There are some groups that have significant potential to become socially excluded as a result of higher levels of prejudice within Ireland towards them, the scale of cultural differences that exist, the skills base and nature of employment in which most of its members are concentrated, and of course their status as asylum seekers, refugees or economic migrants, among other factors. It is essential on grounds of equality that all organisations can compete fairly for any resources that target this area, but it is also critical that this funding is prioritised towards the areas of greatest need, and thus to the groups that represent the most vulnerable, excluded communities. The strategic basis for funding must always, in general, be to support social inclusion and encourage integration.

7.3 Link to Organisation Needs

While the funding of representative organisations must always be on the basis of need, this means that a good understanding of the needs that exist within migrant ethnic communities must be built up by the funding organisation. A strong perception exists among migrant ethnic organisations that there is a lack of understanding by funding agencies and organisations of the needs of the people they represent and that there is a need for targeted attention in this regard. It was pointed out that immigrants coming into Ireland often have difficulties in adapting to the English language, feel isolated and vulnerable, and are often not linked into natural or organic support or family networks. There may have to be some acknowledgement at funding level that, at least in the initial settlement period, migrant ethnic communities will require more intensive and at times more costly supports than the case for Irish communities that typically can access well-established existing support networks. Adopting such an approach need not dilute any focus on securing value-for-money from funding if it can often be demonstrated that investment is necessary to avoid future problems related to social exclusion.

Most funding organisations consulted displayed an openness to sitting down with migrant ethnic organisations in order to identify needs and discuss appropriate responses. However it seemed that such consultation took place with a small number of well-developed proactive organisations and there did not seem to exist any formal mechanism to engage more widely with the sector or identify needs

of different minority ethnic groups at ground level. While some important research has been undertaken in this latter regard, it does still seem that there is a lack of understanding particularly in relation to key important socio-economic themes (education, training, employment, health, welfare, community development) of the needs of the new communities.

Building a link with organisations in order to help identify funding needs is also important to ensure that the organisations maximise their own effectiveness, as a danger was pinpointed during the consultations of activity being geared towards the funding that is available rather than the area of greatest need. It was therefore emphasised that funding agencies and organisations should aim to be flexible and to respond to the needs of applicant groups rather than putting in place extremely tight and rigid criteria or guidelines for funding particular projects. It is important also that applicant organisations should, wherever possible given the need to protect the integrity of the funding process, be able to enter into open dialogue with funding organisations. Improving communication and hence relationships between funders and migrant ethnic groups must be a key objective for the future.

There could be some merit in developing a common mechanism via which the needs of migrant ethnic communities with regard to each department's services could be identified. However such a mechanism can only be successful if it is fully independent, ensuring that organisations can participate with the trust and confidence that their views will filter through to funding organisations and not be coloured by any specific policy agenda. The mechanism must also be fully representative, encouraging and facilitating engagement with all migrant ethnic communities residing in Ireland, and not only dominated by those with organisations that have well-developed capacity for articulating their needs and influencing policy development. The NCCRI is an independent body that has built up strong contacts with a wide base of representative groups, while Integrating Ireland also has a network of organisations and is developing regional structures in this regard. This activity could perhaps be built upon in order to ensure that an effective forum is available to link policy and funding more closely with the needs of migrant ethnic communities.

There are clear differences in the nature and focus of organisations around the country, with many operating at national level and others with a more local or regional catchment area. The structures to be put in place to effectively direct resources towards meeting the needs of migrant ethnic groups must take account of these differences, with some mechanism in place to identify need at local level. The CDB and SIM Group structure could have a potential role in this regard, given that they bring many of the key service providers within a local authority area together. They would also have the opportunity to engage with an organisation like Integrating Ireland which is currently in the process of establishing regional networks that could provide a direct link into the groups that are operating in any given area if these networks can be effectively established. It is important however that any use of these mechanisms must also be backed-up up by departmental commitment to resource local interventions, and allow a coordinated approach to meeting needs to be developed at CDB/SIM Group level. Sometimes in the past such an objective has proved difficult to realise.

7.4 Funding Processes

One of the key barriers to representative organisations accessing funding lies in the nature of the funding processes in place to support organisational and the lack of experience and expertise in being able to negotiate such processes successfully. It was acknowledged by a number of groups that they lack the capacity or skills to present effective funding proposals. This can be attributed to a number of factors including the relatively short time in existence of these organisations, time constraints as a result of their predominantly voluntary nature, and the fact that very specific technical skills are required in most funding application processes. For some of the migrant ethnic groups English is not the first language, while others noted that the purpose and objectives of funding schemes have proved difficult to understand, making it difficult for them to 'tick the right boxes' when applying. The net result, in many cases, is that where groups have applied for funding, they have been unsuccessful. This has led to significant disillusionment and some groups have decided that it is not worthwhile submitting any further funding proposals.

It is considered that the grant-making processes of many grant-giving organisations are too complicated and too bureaucratic for many migrant ethnic groups. The application form is sometimes too detailed, the information required is sometimes not available (e.g Memorandum and Articles of Association, Audited Accounts), the reporting procedures are sometimes too severe (e.g detailed quarterly reports). In organisations often solely reliant on volunteers there is also a feeling that applying for funding would be an arduous task with little chance of achieving success when the spare time available would thus be better spent involved in pro-active developmental work.

From the organisations consulted during the research process, particular concern was voiced with regard to:

- Lack of technical support or mentoring during the application process;
- Transparency of the decision-making process;
- An absence of aftercare and explanation after applications of funding had been rejected.
- A lack of understanding of the specific issues faced by organisations representing minority ethnic groups, particularly in relation to previous experience and history of funding, and a lack of flexibility to ensure that such problems could be overcome.

The matched funding principle is also viewed as a barrier by many organisations. As most have only recently been established any requirement to match any funding provided proves particularly difficult. The European Refugee Fund, although praised for its stimulation of many important projects, requires significant contributions from other sources, and most other funders also seem more supportive of projects that have a matched component. The programme also has very exhaustive and bureaucratic controls and reporting requirements in place, although such processes are derived from its status as an EU-wide initiative. Over time it is anticipated that relationships will be built up to a greater extent with government departments, local authorities, statutory agencies and the non-

government sector that will allow funding to be matched, but at the moment, for the most part, this is not feasible, and must be taken into account in the development of appropriate funding processes.

The NCCRI has been particularly proactive in helping to build capacity of organisations in accessing funding, holding training and distributing regular information on funding sources. Other organisations such as Integrating Ireland, Cairde and the Immigrant Council of Ireland have also undertaken important work aimed at facilitating greater access to financial support for organisations representing migrant ethnic groups. Initiatives such as the funding workshop held in the Carmichael Centre in 2005 for representative organisations was identified as a valuable exercise in building the capacity to engage more effectively in the application process for different funding sources, and similar exercises should be supported in the future. Organisations themselves have been very proactive in highlighting the funding issue, with the subject being a major focus of the recent conference held by the AkiDwa and the Africa Centre in Dublin.

However all of this capacity building activity must occur in tandem with concerted action by departments and other funding organisations to address the key issues within their funding processes that unintentionally restrict access to organisations representing migrant ethnic groups. The requirement for a history of effectively allocating previous funding is often part of the selection criteria for many funding schemes, but is impossible to meet by any newly established organisation. They are thus faced by a vacuous circle in which they cannot access funding without having previously done so, yet this funding history cannot be obtained until they can access funding. Consideration should be given to whether an alternative requirement could be adopted that still ensures that the principle of accountability is a key focus. This could involve allowing another community organisation with a long track record of delivery when in receipt of funding, or perhaps even another statutory agency, to vouch for a representative organisation applying for funding and act as their referee.

Other progress must also be made around the issues identified by organisations in terms of technical support and mentoring, transparency of decision-making and aftercare and feedback. While English language skills are sometimes an issue for groups trying to access funding, so too is the capacity to convey information in the desired 'funding language' that allows an application from a migrant ethnic group to stand alongside that of any long-established community organisation. Maximising understanding of just why an application is successful or unsuccessful is a critical part of the process, as it is only by doing this that organisations can identify areas in which they can improve and obtain a better chance of success in future applications. As noted in section 7.3, above all it is essential that a funding organisation understands the characteristics and needs of migrant ethnic communities, and ensures that its funding processes take account of this as they are developed.

7.5 Monitoring and Evaluation

As noted above much of the funding thus far has been project-based, and as such the degree to which monitoring and evaluation has taken place at project level has varied substantially. A programme such as the EU-supported European Refugee Fund is formally and independently evaluated on an annual basis, and has strict procedures for project selection, and establishes performance indicators to track progress of each of the projects it funds. However the many small grants schemes in operation that were discussed in Chapter 4 have significantly varying monitoring and evaluation arrangements in place, with some cited as having overly prescriptive procedures given the small amounts of money involved.

The lack of financial expertise and reporting procedures within organisations representing minority ethnic groups was identified as a barrier to successful negotiating funding processes, but it also stands as an issue for those organisations that do manage to subsequently access funding and are then faced with stringent monitoring and evaluation requirements. Monitoring and evaluation is a critical component in any funding scheme and there should be no desire to dilute its relevance simply because funding is targeting different groups with different needs. However there is a need to consider approaches to get around such difficulties faced by newer-established organisations, such as employing a technical expert within the funding organisation with a role dedicated to supporting the monitoring, evaluation and supportive capacity of funding recipients. Such an approach was adopted successfully in the EQUAL Community Initiative Programme, where newly formed partnerships were assisted in meeting their monitoring requirements by a central technical officer. Another method could involve the allocation of different budgets for delivering the core activity being funded and for complimentary monitoring and control expertise to be put in place.

Monitoring and evaluation with regard to organisations is also constrained by the softer nature of the types of activities that require funding and often long-term rather than short-term benefits that can result. The building of capacity of an organisation is hard to measure, as are the benefits (and eventual impact) of, for example, undertaking an extensive consultation exercise with a particular minority ethnic group in order to establish their needs. In such circumstances the long-term impacts of these types of activities are clear from a number of research studies undertaken in the past, and there must be some recognition of how they relate to wider development objectives, with monitoring and evaluation requirements reflected what can reasonably be measured.

However, while long-term impacts should be taken into account in these circumstances, one key aspect that must be retained in any funding processes to allocate resources towards meeting the needs of migrant ethnic groups is a strong focus on outcomes and outputs and the monitoring and evaluation of performance in this regard. There is clearly significant need among the new communities, but it is important that the funding of representative organisations does not merely create another layer of community structures and employment without substantial end benefits in terms of addressing social exclusion, prejudice and facilitating integration. Investing in people to act

as community development workers to serve the new communities can prove very effective in this regard, but controls must be put in place to ensure that the focus of their activities relates to these overall aims and not to isolationism and simple preservation of the structure and employment of the organisation. Commitments to formal evaluations must therefore be a key ongoing condition of any funding provided.

One key component of monitoring and evaluation that is missing at present concerns a focus on the funding organisations themselves and how effectively they are meeting the needs of migrant ethnic communities in their funding programmes. Such monitoring activity is difficult without a clear framework with guidelines and principles that should be adopted in such funding procedures, and clear responsibilities for each funding organisation with regard to their responsibilities to migrant ethnic communities and the organisations that represent them. If this study can lay the foundations for the successful establishment of such a framework, there should then be a monitoring and evaluation function introduced to ensure its implementation by relevant departments and agencies. The Equality Authority, with a defined role of “stimulating and supporting a commitment to equality within the systems and practices of key organisations and institutions” would seem to be naturally placed to perform such a role, if resources could be put in place to resource it and a monitoring and evaluation mechanism could be agreed by all key stakeholders.

7.6 Information

The provision of information regarding the availability, eligibility, scale of grants, application process, decision-making procedures and monitoring systems in place must be an intrinsic part of any funding programme. It was acknowledged that many funding organisations do offer a significant amount of detail with regard to these different aspects of their current funding programmes via the internet and a range of documentation. There did however seem to be scope to develop more interactive communication mechanisms to convey more detailed information and respond to specific queries about a programme, by providing advice directly via a meeting with an interested organisation, via the telephone or via e-mail. The approach of the Combat Poverty Agency in managing a funding scheme for organisations a few years ago, where workshops were held to discuss issues in relation to the scheme and build capacity in relation to understanding the needs of the application process, might be considered as a tool for effective information provision in the future.

A further key concern of funding organisations should be to take account of the language capacity of some of the new groups and where appropriate provide its information about access to funding in different languages. Although language competency is a key determinant of effective integration, it must be recognised that not all groups have the same levels of competency at present, and that representative organisations are needed to highlight needs of their community in this area and facilitate access to the appropriate services. Information provision must therefore be tailored to

ensure that the most marginalised groups in this regard can understand that funding is available and how this can be accessed.

It was noted during the research process that many migrant ethnic groups are simply not aware of the range of funders which exist within the statutory/Government sector and within the philanthropic sector. Nor is there an awareness of how to approach such funders in order to access assistance. There was strong support for the establishment of a central resource that provides information on all of the potential funding sources for migrant ethnic groups in Ireland. This could be an internet-based resource with basic information about each funding source including contact details, eligibility criteria, the application process, assessment procedures, nature of funded activity, monitoring and evaluation arrangements, etc. It could also offer links to the websites of funding agencies and hence access to application forms and other key funding documentation. Additional technical guidance, such as a 'dummy-version' of a completed application that represented good practice, might also be provided. This could be accompanied by a forum in which the individual experiences of organisations that have attempted to access funding from each given source (either successfully or unsuccessfully) are documented, with tips shared and problems highlighted.

While an internet-based resource would prove invaluable to the groups consulted during this study, it was also recommended that a paper-based directory of funding sources, building on this theme, be published and distributed. The value of the Irish Funding Handbook in this regard was also acknowledged during the consultations, but this was last published in 2003 and its usefulness is diminishing over time. Comhairle also provides a useful database on funding sources, but this does not appear to be updated on a regular basis, with the last revision in July 2005.

As noted in section 7.5, provision of information should not only be a key guiding principle prior to an organisation applying for assistance, but must also be reflected in a clear policy for dissemination of information after the result of the decision-making process. It is only by doing this that organisations can build capacity to better understand the requirements of the funding process, and will alleviate a deal of frustration felt by such organisations when their applications are rejected and no explanation is offered.

The other side of the information issue is the lack of up-to-date information regarding the population of migrant ethnic groups around the country. This constrains the ability of funding organisations to plan their resources in line with the needs of different areas and different communities. Although the Census provides a valuable snapshot at one point in time, the pace of change and high mobility levels of migrants within the country means that by the time this is published the information is somewhat out of date, while as time passes until the next census this increasingly becomes the case. In Chapter 2 we highlighted how research centres have been established to monitor specifically the migrant ethnic populations in countries, sometimes focused specifically on health issues and sometimes on tracking population trends on an ongoing basis. Consideration might now be given to establishment of such infrastructure in Ireland, as a key determinant of the effectiveness of any

funding programme is its ability to understand its target group and tailor supports towards their needs.

7.7 Other Issues

In assessing the general nature of funding supports for organisations representing migrant ethnic groups in Ireland at present, a number of other issues were identified throughout the research process that could not be categorised into any of the themes above. In this section we consider, these issues in turn, considering how provision might move forward in order to ensure that each is adequately addressed.

Firstly, there is concern at Government level that funding to support organisations must actively support integration policy, and avoids the risk of fuelling any greater sense of isolation or detachment by a particular community. This means that it is important that funding of organisations works towards greater integration and equality of access to services and does not have the opposite effect by creating new disparate entities and focusing on the differences between cultures and not the similarities. There is a need for activity that complements that of the wider communities and promotes partnership working across different communities. It has been suggested that funding of representative organisations should be dependent on the activity proposed for support demonstrating some 'integration component' that makes an active contribution to greater social, cultural or economic cohesion for the communities that they represent. This might mean support for a pilot project focusing on healthcare provision demonstrates a strategy for ensuring that this leads to facilitating access to mainstream health services by this and other communities. Alternatively it might involve information or awareness campaigns that break down prejudices against a particular ethnic group, or access to English language training by a group to improve competency in this regard and facilitate more effective participation in society.

Partnership working between organisations is also important. Many organisations focus on addressing the same issues for the groups they represent and there is a case for them to come together, with a number of potential benefits that could be realised including:

- raising their overall profile;
- exerting more influence on policy development,
- sharing common resources; and
- ensuring that structured systems and controls can be put in place that would secure greater access to funding.

It was acknowledged that there is little sharing of information between migrant ethnic groups about how to produce effective funding applications or about the organisations that might be approached for financial assistance. One contributing factor in this regard has been the intense nature of competition

for a limited amount of funding. It was also apparent that there are no significant vehicles or fora in place for sharing information about potential sources of funding for migrant ethnic groups. There is therefore a case for funding support in order to encourage partnership working of this kind with benefits in terms of integration, shared learning, cost efficiency and monitoring and control resulting from such a process. It should not be a condition of funding as individual organisations still have very distinct needs, but there should be scope within funding criteria to consider and promote joint-responses to meeting the needs of migrant ethnic organisations.

It is important to highlight that there is a perception amongst migrant-led organisations that there exists a tendency for access to funding to be an easier proposition for Irish-led organisations. While our own analysis would appear to suggest that such trends in funding have resulted from the eligibility criteria, funding processes and financial controls in place rather than any in-built bias towards Irish-led over migrant-led organisations, there is no doubt that the nature of migrant ethnic organisations is resulting in some inequality in the allocation of funding and this is something that must be addressed moving forward. Issues such as awareness and understanding of funding sources by these groups, provision of technical support or capacity building activity to ensure that they can effectively engage in the application process on a level playing field with longer-established organisations, and the lack of funding history counting against them, must be given consideration by funding agencies as they consider reform of any existing procedures. It is important to retain the competitive element and allocate funding on the basis of need, but the focus must be on ensuring that the areas of greatest need are not missing out as a result of the relative youth and capacity of the organisations that have identified and are trying to develop responses to meet these needs.

7.8 New Funding Processes Required

7.7.1 Overall Resource Allocation

The pace of change in terms of migration patterns in Ireland over the last decade has made it extremely difficult for departments and agencies to adapt their existing programmes in order to respond to the new and very diverse needs of new migrant ethnic communities. While it was acknowledged that these communities were an important target group within social inclusion and community development programmes, there was a lack of focused interventions in this regard. Existing resources that were available to address some of the issues that were pertinent to the needs of newly formed representative groups tended to require longer-established organisations with a long track record of delivery in order to successfully access funding. In addition, there was pressure for community organisations and programmes to merge as part of an overall cohesion process, and the principles underpinning this process, focusing on reducing the extent of service duplication at community level, did not lend itself to ensuring effective responses were developed to funding the significantly increasing new base of migrant ethnic organisations. Hence very little community development funding was accessed by these organisations. Instead, there was a strong focus on

building the meeting of new communities' needs into the mainstream objectives and activities of existing community partnerships and projects.

This approach has undoubted value in theory, as it gives responsibility to existing community organisations with highly developed expertise in engaging with marginalised communities, identifying and articulating their needs and developing appropriate responses in this regard. However with a lack of any additional resources to reinforce initiatives that targeted the new communities, it proved difficult for new and specific interventions to be developed. Furthermore, migrant-led organisations had developed naturally that were in a better position than long-established community organisations to represent the interests of their own communities, and with whom members of the particular target group were able to identify more fully. It is very difficult to impose community development on any particular group, and experience in Ireland suggests that the more effective interventions at community-level result in those areas where effective organisations have been built from the ground up with full engagement from a significant base of the community they target. Extensive consultation with organisations representing migrant ethnic groups has identified a strong reluctance to allow existing community development organisations, programmes and projects to target their needs, with a strong belief emphasised that only migrant-led organisations can effectively identify, articulate and develop appropriate responses to their unique needs. It is acknowledged that existing community development organisations can play an important role to helping to develop the capacity of the new migrant organisations, but they cannot substitute the important role that these organisations perform.

There is therefore now a need for additional dedicated funding for migrant ethnic groups to address core issues such as capacity building, strategic planning, partnership working, staff and operational costs. Existing community development funding is not sufficiently tailored to provide effective support in this regard, and there is a clear need for a proportion of such funding to be ring-fenced in the future in order to adequately address these issues. Without such funding it is considered that inequalities across communities in terms of access to public services would exacerbate over time, and intervention at this early stage is therefore essential and represents a notable opportunity to avoid the difficulties experienced in other countries.

However there is also a danger that dedicated funding removes the onus for individual departments to consider the needs of minority ethnic groups when planning their own mainstream interventions and there is a need to ensure that new communities have access to mainstream funding sources in the same way as would be the case for any other community and voluntary organisation. There is a natural development process experienced by an organisation representing a migrant ethnic group that should allow it to effectively establish itself, put the requisite infrastructure in place and develop its capacity in order to operate effectively, and this is outlined in more detail in section 6.6.2 below. However the key objective of any new funding introduced to specifically target migrant ethnic groups must be to sufficiently develop their capacity in order to compete with all other types of community organisations for mainstream funding to address their individual needs, be they related to community development, social inclusion, education, health, employment or training. In order for this to be

effective however, it is essential that the relevant departments and agencies responsible for funding all of these different types of activities develop and update their funding procedures to ensure fair and equal access to their resources by migrant ethnic groups and that they are not penalised because they differ in nature from long-established community organisations.

7.7.2 Tiered Approach to Funding

In conducting analysis into the existing funding of organisations representing migrant ethnic groups in Ireland, it was clear that the diversity of groups in terms of structure, scale, focus and capacity, and hence the differing needs that resulted, meant that a flexible, multi-tiered approach was required in order to effectively establish appropriate new funding resources and procedures to provide an integrated response to the needs of the new communities. The paper jointly produced in 2005 by a number of leading expert organisations in the needs of migrant ethnic communities – Cairde, Integrating Ireland, Immigrant Council of Ireland, Irish Refugee Council and the Migration and Citizen Research Initiative at UCD - suggested that there were three main stages of development by a representative organisation. These three stages were defined as ‘pre development’, ‘mid developing’ and ‘established’ and can be described loosely as follows:

- The period after initial establishment, when the organisation is attempting to build an appropriate structure, promote its establishment and existence, develop a functioning mechanism that enables it to interact with those individuals it seeks to represent, agree on its focus and remit, and produce a strategic or action plan to progress its activities.
- The development period once formal structures, objectives, networks and awareness raising activities have been put in place. At this stage the organisation needs investment in equipment and facilities, in the establishment of financial control, monitoring and reporting mechanisms, in acquiring and developing the skills of staff to progress its activities (and moving away from sole reliance on voluntary support), and in developing capacity to ensure that mainstream funding can be accessed in the future.
- The period when the organisation has developed the capacity to compete for mainstream funding, has a well-established structure and base, and staff in place with appropriate skills and qualifications. At this stage it should be treated like any other community organisation assuming that funding procedures for such resources offer full and equal access to organisations of this kind by this stage.

The paper produced by the expert organisations made a recommendation that there should be a dedicated budget line for new communities for each of the three stages of development identified. There is clearly some merit in this staged approach and it gained widespread approval during consultations with most migrant-led representative organisations, with a general consensus also developing in this regard at the workshop exercise. However it is also important to take account of the lack of enthusiasm by departments to ring-fence funding permanently for migrant ethnic groups. This reluctance was attributed to a number of factors including:

- Dedicated funding being counterproductive to integration policy;
- The danger of a long-term funding commitment diluting the focus on need;
- Desire that existing community development infrastructure should be utilised as far as possible; and
- Risk of reducing the the focus on ensuring that mainstream public services adapt in order to more effectively meet migrant ethnic requirements.

Despite these concerns there does seem to be an acceptance by a number of key departments that there is a need for short-term funding to help groups effectively integrate and build capacity. But the goal of any such funding should be to reach a stage in the future when there is no longer a need for new organisations as any new migrant will have an already well-established representative group that he/she can access for support. Over time these organisations should be able to compete for mainstream community development, health, education or other resources alongside any other community or voluntary organisation.

In considering these two sets of views with regard to the nature of future funding procedures, it is recommended that dedicated funding is provided for migrant ethnic organisations during the first two stages of development. The funding streams providing this type of support should however only be in place for a fixed period however to address issues of inequality and build community capacity in order to ensure that a sufficient base of representative organisations have the capability of then accessing mainstream resources. This represents the third stage of the development process, at which stage it is considered that there should no longer be a dedicated funding stream for the migrant ethnic communities. The report therefore recommends that the following approaches be taken with regard to three stages of organisational development discussed:

Newly Established Groups

A small grants scheme should be introduced (operating over the short to medium term) specifically focusing on newly established groups to help them promote their existence to their communities, put a constitution and plan together, hold meetings, and address other issues to basically to help them 'get off the ground'. This would still be competitive with controls on eligibility in place but these controls would reflect the different characteristics of migrant ethnic organisations. It would not provide support to every new migrant organization, but would assist those that could demonstrate the potential to build their capacity further. Given the focus of the proposed scheme, it should naturally be funded by the Department of Community, Rural and Gaeltacht Affairs, either by ring-fencing resources from an existing programme or establishing a new programme. There may also be a case for a complimentary small grants scheme provided by the Department of Justice, Equality and Law Reform that focuses specifically on issues surrounding integration and equality.

Developing Groups

A community development grants scheme should be established (over the short to medium term) targeted only on migrant ethnic groups operating in the period once formal structures, objectives, networks and awareness raising activities have been put in place. At this stage the organisation needs investment in equipment and facilities, in the establishment of financial control, monitoring and reporting mechanisms, in acquiring and developing the skills of staff to progress its activities (and moving away from sole reliance on voluntary support), and in developing capacity to ensure that mainstream funding can be accessed in the future. As a community development grants scheme this should be the responsibility of the Department of Community, Rural and Gaeltacht Affairs, again either using an existing or new programme.

Established Groups

After this the priority should be to ensure that mainstream funding, be it for community development, health, education or employment and training, can be accessed by migrant ethnic organisations as fairly as any other organisation. This will require the relevant departments finding a way to engage with these organisations to identify their needs, to offer the technical support required during the application process, to take account of their different funding history, and so on. It will also be essential that they examine existing services currently delivered in order to ensure that mainstream services take account of the needs of new communities, and that they follow an agreed framework in provision of funding for mainstream services that is based on the principles of equality and promoting interculturalism, as set out within this report.

If this model can be implemented successfully, it should allow an organisation to effectively develop until it becomes fully integrated into general funding and there would be recognition of an organisation's capacity at each stage of development. Consideration could also be given to the implementation of support structures to help ensure the effectiveness of the approach. A panel of mentors could be set up to provide advice and guidance to minority ethnic groups who are involved in preparing and presenting funding applications in tandem with the stage one and stage two supports, with expertise drawn from existing community development infrastructure that can advise on organisational development issues. The establishment of a representative forum to assist in the identification of the needs of migrant ethnic communities was also discussed earlier in this chapter and is worthy of discussion.

The ultimate determinant of the success of this approach, however, will be the commitment of each department to examine the funding and services it provides, identify how this relates to the needs of migrant ethnic communities, and then develop strategic approaches to ensuring that these communities can access the mainstream services required. If this can be achieved in tandem with the development of capacity of the representative organisations to facilitate access to mainstream resources, there should be an effective path to greater integration.

8. Conceptual Framework

8.1 Overview

The previous chapters have provided detailed profiles of both the organisations representing migrant ethnic groups in Ireland at present and the existing funding sources in place, then assessing the appropriateness of the latter in meeting the needs of the former and identifying issues that need to be addressed in this regard moving forward. This analysis is intended to flow into the core task of the study, the development of a conceptual framework to guide core funding of migrant ethnic groups. In this chapter we offer such a framework, defined by a series of guiding principles that it is proposed should underpin the funding practices of government departments and other funding organisations in the future. If these fourteen principles are followed, it is believed that significant steps forward can be made in ensuring the effective integration of migrants currently living in Ireland and those that will continue to arrive in the coming years.

8.2 Strategic Development

At the heart of the framework is the need for each individual department to take responsibility for the funding of migrant ethnic groups wherever their needs relate to the responsibilities of that department. It should not be left to the Department of Justice, Equality and Law Reform to deliver all services to migrant ethnic communities because of their initial role in the immigration process and focus on issues of justice and equality. Nor should it be the sole responsibility of the Department of Community, Rural and Gaeltacht Affairs because of their role in supporting community development. However these departments should be required to intervene and provide funding where there are issues to be addressed for migrant ethnic groups in relation to these responsibilities, just as it should be the responsibilities of other departments and agencies when the issues fall under their remits. This means that the Department of Education and Science focuses on educational needs of the new communities, the Department of Enterprise, Trade and Employment on employment and training needs, the Department of Social and Family Affairs on social welfare needs, the Health Service Executive on health needs, and so on.

In Table 7.1 over the page the defined remits of each key department or agency with a role to play in funding and delivering services to migrant ethnic groups are considered. We then pinpoint the relevance of these remits to the issues faced by migrant ethnic groups, highlighting the role that each department must play in future years to meet their needs.

TABLE 7.1: DEPARTMENTAL REMITS AND HOW THESE RELATE TO ISSUES FACED BY MINORITY ETHNIC GROUPS		
Department or Agency	Responsibility	Relevance to Issues Faced by Minority Ethnic Groups
Department of Justice, Equality and Law Reform	To maintain and enhance community security and equality through the development of a range of policies and high quality services which underpin the protection and assertion of human rights and fundamental freedoms consistent with the common good; the security of the State; an effective and balanced approach to tackling crime; and progress towards the elimination of discrimination and the promotion of equal opportunities and the accommodation of diversity	Clear responsibility for issues related to refugees and asylum seekers. Responsible for justice and equality issues for all migrants. General role in ensuring that new migrants are effectively integrated into society
Department of Community, Rural and Gaeltacht Affairs	To promote and support the sustainable and inclusive development of communities, both urban and rural, including Gaeltacht and island communities, thereby fostering better regional balance and alleviating disadvantage, and to advance the use of the Irish language.	Promoting and supporting all immigrant 'communities' now present in Ireland, in order to alleviate disadvantage. Must ensure that organisations representing migrant ethnic groups have the same access to mainstream funding as other community organisations.
Department of Education and Science	To provide high-quality education, which will enable individuals to achieve their full potential and to participate fully as members of society, and contribute to Ireland's social, cultural and economic development; to promote equity and inclusion; to promote lifelong learning; to plan for education that is relevant to personal, social, cultural and economic needs; to enhance the capacity of the Department of Education and Science for service delivery, policy formulation, research and evaluation.	Developing the culture of minority ethnic groups, which impact on the culture of Ireland; ensuring members of minority ethnic groups have equal access to education, according to their entitlements, and that this provision be relevant to their personal, social, cultural and economic needs.
Department of Health and Children/HSE	To support, protect and empower individuals, families and their communities to achieve their full health potential by putting health at the centre of public policy and by leading the development of high quality, equitable and efficient health and personal social services.	To ensure that migrant ethnic communities are aware of health services and that access to these facilities is facilitated in order to ensure equitable health and personal social service provision
Department of Enterprise, Trade and Employment	To enhance competitiveness, help create an environment where enterprise can flourish and consumers are protected, upskill the labour force, provide sustainable employment opportunities, improve workplace conditions, and help to build an inclusive society.	Supporting training for migrant workers, ensuring working conditions for migrant workers are of an acceptable standard, encouraging employers to recognise the benefits of migrant workers.
Department of Environment, Heritage and Local Government	To promote sustainable development and improve the quality of life through protection of the environment and heritage, infrastructure provision, balanced regional development and good local government. Part of local government authorities' remit is to focus on community development and social inclusion.	Supporting migrant communities at local level and bringing about greater social inclusion for these groups, through the local authorities; recognising the need for social 'space' for ethnic minority groups throughout the country. Responsible for housing-related issues faced by migrant ethnic communities.

Department or Agency	Responsibility	Relevance to Issues Faced by Minority Ethnic Groups
Department of Social and Family Affairs	To promote a caring society through ensuring access to income support and other services, enabling active participation, promoting social inclusion and supporting families.	Providing information to members of ethnic minority groups about their welfare rights and entitlements and ensuring that they can access such supports effectively.
Department of Arts, Sport and Tourism	To contribute to the economic, social and cultural progress of Irish society and the enrichment of its quality of life through promoting sustainable tourism; encouraging excellence in sporting and artistic achievement; facilitating greater access to sport and the arts; and preservation of our cultural inheritance.	Along with supporting Irish organisations involved in cultural activities, helping Minority Ethnic groups to 'showcase' the cultures of their countries of origin, (where relevant), and supporting the development of positive cultural diversity in Ireland.
Department of Finance	To promote a growing economy which will deliver a high level of sustainable employment, social progress and living standards. To participate in sectoral planning work and in the development of sectoral development policies. Ensuring other Government Departments get value-for-money from funding schemes.	To ensure that funding for organisations representing migrant ethnic groups represents value for money and contributes to social progress.
Department of the Taoiseach	To provide the Government, Taoiseach and Ministers of State with the support, policy advice and information necessary for the effective conduct of Government and for the dynamic leadership, co-ordination and strategic direction of Government policy.	Encouraging other departments to include minority ethnic groups as a customer base.

In considering their responsibilities as outlined in the table above, departments must, as matter of priority, develop strategies to ensure that they deliver on their remit in relation to migrant ethnic groups. This will include amendment of funding procedures, targeting of resources and development of the services they provide in order to more effectively meet the needs of the new communities. It is only by taking this strategic approach that effective integration, where migrant ethnic communities have equal access to mainstream departmental funding and services, that successful integration can be facilitated.

8.3 Cross-Sectoral Responses

While each department or agency has an individual responsibility to respond to the needs of migrant ethnic groups as emphasised above, it is also essential that they work together with other departments and funding organisations to ensure that there is a cohesive response in this regard. They must work together to avoid duplication of activity, discuss cross-department synergies, develop joint-approaches to addressing issues and to obtain a holistic view of the needs of migrant ethnic communities. A clear national integration policy is also essential to support a more cohesive process, and this appears to be in the process of development, so therefore it is critical that funding

organisations play a full part in this exercise and commit fully to the implementation of the policy moving forward.

Finally, it is important to consider a cross-sectoral response not only in terms of public sector funding, but also in relation to the very valuable contributions made to private and non-governmental organisations, particularly the philanthropic organisations. It is important to enter into dialogue with these organisations to develop complementary interventions and approaches to funding focusing on agreed key strategic issues and leveraging greater resources to tackle the areas of greatest need.

8.4 Multi-tiered Approach

The report has highlighted the vast levels of diversity across those organisations representing migrant ethnic groups. Some represent nationalities, some wider geographical areas, some a specific ethnic group, some have a religious focus, others are gender based, while a number target specific issues faced by their communities. There also exist organisations that have facilitated the formation of networks of migrant ethnic groups, provide different forms of support, and served as expert bodies to the sector, working on research and policy development activity. In terms of organisational development, there are also significant differences in terms of capacity. This means that funding organisations must adopt a multi-tiered approach to the funding of organisations, taking account of the different characteristics of the different groups, and tailoring their responses in recognition of such differences.

An approach must also be put in place to ensure that there is a coordinated response to meeting the needs of migrant ethnic communities at local level. It has been noted that in terms of coverage, organisations represent communities at national, regional and local level. Migration patterns in Ireland are also no longer concentrated in Dublin, with a significant migrant base established in many areas around the country. Funding organisations must work together at regional and local level to plan service delivery to meet the needs of migrant ethnic communities, and the SIM Groups, operating in local authority areas, could provide a structure from which such a mechanism can be developed.

8.5 Awareness of Needs

The study found that there exists a strong perception by migrant ethnic organisations that there is a lack of awareness from departments and other funding organisations about the complexities of working with migrant ethnic organisations and with members of the communities being supported by these groups. Each department and agency funding relevant activity should ensure that it has a mechanism for engaging with, and identifying the needs of, minority ethnic groups. This is an important priority if appropriate responses are to be developed in this regard. Consideration could be given to creation of a formal representative forum that could facilitate direct interaction with

government departments and agencies. Regardless of whether this can be put in place however, a link between interventions and a formal process of identification of needs must be a key principle underpinning funding in the future.

8.6 Accessibility and Eligibility

Accessibility to mainstream funding programmes was a key concern expressed by representative organisations. As newly established organisations, requirements set out in eligibility criteria, focusing on history of delivery and previous funding access and on other controls such as financial results over a sustained period, proved to be major impediments to accessing support. Funding organisations must work towards ensuring that eligibility conditions take account of the characteristics of a new and emerging base of organisations representing migrant ethnic communities. Solutions such as the introduction of a referral system where social partner organisations could vouch for the reliability and performance of a particular organisation, even if they possess no significant history of receiving public sector funding, might be considered. The eligibility criteria underpinning funding programmes providing smaller to newly established organisations should also reflect the scale of the intervention more appropriately.

A further consideration might also be the development of funding processes to encourage organisations to work in partnership, as illustrated in the New Communities Partnership model. This could facilitate joint-applications for common resources (staffing, premises, planning, consultation, research, etc.) that would ensure more formal control procedures, promote greater integration and sharing of ideas and best practice across organisations. The end-result might also be access to funding for organisations that could not otherwise have obtained such support.

8.7 Information and Transparency

Information provision about access to funding must be a key principle, and it must be ensured that such information is user-friendly for migrant ethnic organisations and widely distributed to reach as wide a base of potential funding recipients as possible. This should not only involve web-based and paper-based documentation, but an interactive process should also be in place to ensure that queries about the funding programme can be dealt with in an effective and efficient manner. Approaches such as a pre-application workshop for interested parties or a seminar providing detailed information about what is required should be considered in order to assist organisations in the submission of higher quality applications.

Just as important as information provision is the need to put in place a transparent decision-making process. This should involve clear criteria and a formally defined proposal evaluation framework for selection of successful applicants. The stakeholders making the decision should also be made clear

to all applicants. Post-decision, communication of the reasons for rejection to unsuccessful organisations is essential.

8.9 Technical Support and Aftercare

Wherever possible, technical support should be offered alongside information provision in order to help ensure that organisations with justifiable claims for funding, but that lack the experience of the funding application process, are not disadvantaged by such a capacity deficit. Communication of a 'best practice' example of a completed application form is one technique that may be deployed in this regard, and an appropriate staff member should be delegated to handle queries with regard to technical support.

Equally important is an aftercare element to the decision-making process. An often cited complaint by migrant ethnic organisations was the fact that there was no feedback from funding organisations once an application was rejected. Flagging the issues that led to a negative decision is extremely important in facilitating access to funding in the future.

8.10 Flexibility and Diversity

Flexible funding arrangements need to be put in place to respond to the needs of different migrant ethnic groups. While a multi-tiered approach is necessary to meet the diverse characteristics and needs of migrant ethnic organisations, flexibility must also be a key principle in the allocation of funding, particularly in relation to community development issues. It was noted that representative organisations need to respond to the needs of members of their communities on a daily basis, and it is difficult to anticipate for what purpose resources will be required in order to effectively undertake this role. There is often a crisis management nature to the tasks of representative organisations, requiring immediate intervention in relation to a crime and safety issue, a health issue or a social welfare issue, and a budget set aside for such purposes would be immensely beneficial. Some flexibility in the funding allocated, without dilution of the controls in place to ensure appropriate use, would assist in the process of integration by building trust and confidence within the new communities.

8.11 Quality in Delivery

There must be consideration by funding organisations of how the overall quality and professionalism of the sector can be supported in the allocation of resources. The quality of human resources must be a key focus, with investment in people targeting capacity building, accreditation of skills, and professionalizing the sector in the same way that has taken place within wider community

development organisations. It is only in this way that organisations will ever be able to compete for mainstream resources.

It is also important that the quality and professionalism acknowledged within wider community development organisations is utilised wherever a role is identified in targeting the needs of migrant ethnic communities. Some of these organisations have made a significant impact in addressing such needs, particularly at local level, and this must be acknowledged and continued to be supported. These organisations could also play an important role in mentoring migrant-led organisations to help them understand the nature of the community development sector and develop their capacity accordingly.

8.12 Output Focused

In allocation of any funding there must be a strong focus on outcomes and outputs of the activity supported and the monitoring and evaluation of performance. There is clearly significant need among the new communities, but it is important that the funding of representative organisations does not merely create another layer of community structures and employment without substantial end benefits in terms of addressing social exclusion, prejudice and facilitating integration. Investing in people to act as community development workers to serve the new communities can prove very effective in this regard, but controls must be put in place to ensure that the focus of their activities relates to these overall aims and not to isolationism and simple preservation of the structure and employment of the organisation. Commitments to formal evaluations must therefore be a key ongoing condition of any funding provided.

8.13 Thematic and Issue Based Focus

A key guiding principle of funding for organisations representing migrant ethnic groups must be that intervention is targeted around themes and issues that need to be addressed. Clear objectives for the allocation of funding must be specified, and it must be focused on meeting a specific need, or developing capacity within an organisation to deal with a specific issue. Funding might be given targeting themes such as the delivery of an educational programme, facilitating access to health services, providing information on social welfare entitlements, or developing a representative structure within a community, but the purpose of the assistance must be clearly signposted at the outset. As noted above, wherever possible, indicators and agreed outcomes should be put in place.

8.14 Migrant Led Approaches

While it is important that existing community development infrastructure is used in the delivery of effective solutions to meeting the needs of migrant ethnic organisations, and to acknowledge the

important work undertaken by many community development partnerships and projects in this regard, it is also important to take account of the will of the new communities in seeking organisations that are led by their own members to represent them. There is a valuable role for the existing Irish-led NGOs and community organisations, but responsibility for migrant ethnic issues should not just be 'tagged on' to their remits. They can make a significant contribution to building capacity, but shouldn't be the sole or main drivers of intervention, and to do so would only lead to higher levels of frustration and perceptions of frustration among migrant ethnic communities. Migrant led organisations should be supported wherever they can demonstrate the ability to realise the desired outcomes of the funding to be allocated, and they should be assisted in building their capacity to successful delivery.

8.15 Integration Component

Finally, it is important that funding of organisations works towards greater integration and equality of access to services and does not have the opposite effective by creating new disparate entities and focusing on the differences between cultures and not the similarities. There is a need for activity that complements that of the wider communities and promotes partnership working across different communities. Funding of organisations representing migrant ethnic groups should encourage the activity supported involving some 'integration component' that makes an active contribution to greater social, cultural or economic cohesion for the communities that they represent. Eligibility criteria and the selection process should reward proposals that can demonstrate such an integration component in the planned activity.

9. Conclusions & Recommendations

9.1 Conclusions

This report has highlighted the diverse needs that exist among migrant ethnic communities in Ireland and illustrated that there are a range of issues that need to be taken into account. The number of representative organisations established has been growing significantly in recent years, and this trend is expected to continue into the future, and thus there is a pressing need to develop a cohesive framework to guide how these organisations are funded moving forward. This is a complex issue, as the scale and nature of organisations varies considerably, as does the level of organisational capacity among individual groups, while there also appears to be some degree of duplication of activities across the sector.

However this complexity must be overcome as there is a pressing need for assistance among migrant ethnic communities across a range of needs including community development, justice, health, social welfare, education, housing, employment and training. It is also apparent that very little funding has been targeted on these needs thus far, and where this has been the case the assistance has mostly been of a one-off project or event based nature. This is despite the existence of many mainstream funding programmes that should potentially be able to be accessed by community organisations. However the research undertaken has found that significant barriers exist for migrant ethnic organisations to access such funding sources, including capacity issues, lack of staff, absence of funding history, lack of technical support, limited aftercare provision and financial control issues.

Nevertheless excellent work has been undertaken by the organisations representing migrant ethnic groups, particularly in terms of highlighting specific needs, information on public service access, advocacy on behalf of their communities, promotion of cultural awareness and provision of a secure social support structure that reduces the fear of exclusion by their members. Indeed they have demonstrated that they are well placed to identify, articulate and develop responses to meet the needs of the new communities, and that their input will be crucial, alongside that of the existing community development infrastructure in Ireland, in ensuring effective integration of migrants in the future.

While the organisations have been developing, the response in terms of policy from individual departments and agencies in adapting their funding programmes to take account of the emerging needs has been slow. There does however seem to be recognition that there is now a need to develop appropriate funding responses to meet the needs of migrant ethnic communities. The fast pace of change in terms of migration patterns, alongside the well-established programmes, structures and procedures framed by long-term policy commitment (e.g. NDP and social partnership agreement processes) has made it difficult for departments and agencies to respond. However with anew NDP programming period upon us, and a ten year social partnership agreement in place that

places intercultural issues high on the national policy agenda, now is an ideal time to make significant progress.

There are now encouraging signs of activity to develop more effective responses to meet the needs of new communities, with bodies such as the Health Service Executive, the Department of Community, Rural and Gaeltacht Affairs and the Reception and Integration Agency appearing to adopt a more strategic approach in this respect. This approach appears to acknowledge that there is a need for initial dedicated funding to address the capacity deficit and to ensure access to mainstream funding for organisations representing new communities. There is however concern that funding all organisations in this regard is not practical, and that maintaining accountability and transparency via financial and other controls for recipients of funding must not be compromised by any new approaches.

With this in mind, this report recommends the introduction of two new dedicated funding streams for migrant ethnic organisations, both of which should involve a competitive application process and, while recognising the characteristics of these organisations, maintain appropriate financial control procedures and a focus on outputs and impacts of activity. The first of these focuses on provision of small grants for newly established representative organisations that can demonstrate the potential to become effective delivery mechanisms for addressing key issues in relation to the needs of the communities that they represent. For those organisations that can display that an effective structure has been put in place, that a strategy has been developed outlining its remit and direction, that a broad membership base has been generated among the community, a second, 'intermediate' grants scheme would be accessible. This scheme would focus on investment in investment in equipment and facilities, in the establishment of financial control, monitoring and reporting mechanisms, in acquiring and developing the skills of staff to progress its activities (and moving away from sole reliance on voluntary support), and in developing capacity to ensure that mainstream funding can be accessed in the future. Both of these measures should however be viewed as interim, fixed life programmes designed specifically to build capacity in organisations representing migrant ethnic groups in order that they can subsequently access mainstream funding effectively in competition with other community organisations.

Of critical importance to effective integration of new communities in the future must be the development of department-led responses to ensuring that the needs and characteristics of migrant ethnic groups are taken into account in policy development, planning of resources, formulation of funding procedures and delivery of services. The report has highlighted how a number of departments and agencies have key responsibilities with regard to migrant ethnic groups as part of their wider remits, and strategies must be developed across all of the four functions noted. In doing this, departments and other funding organisations should follow a framework underpinning by thirteen guiding principles, summarised as follows:

- **Strategic Development**, where each funding organisation should identify its specific responsibilities with regard to migrant ethnic groups and develop a strategy for intervention in this regard.
- **Cross-sectoral Responses**, where funding organisations should work together to ensure complementarity in approach and avoidance of duplication in funding migrant ethnic communities.
- **Multi-tiered Approach**, acknowledging the differences in scale, nature, coverage, capacity and focus of organisations, and offering different types of funding in recognition of this.
- **Awareness of Needs**, facilitated by some formal, fully representative mechanism that allows organisations to identify their needs to the funding organisation.
- **Accessibility and Eligibility**, taking account of the needs of the newly emerging organisations in eligibility criteria and encouraging partnership working between them.
- **Information and Transparency**, with user-friendly information about access to funding widely distributed and an interactive approach in place to field queries from organisations, complimented by a fully transparent decision-making process.
- **Technical Support and Aftercare**, with help providing to organisations in putting together an application of sufficient quality and feedback on why an application was rejected after the decision-making process.
- **Flexibility and Diversity**, taking account of the diverse and constantly changing needs of the communities represented by organisations and allowing some flexibility in use of funding.
- **Quality in Delivery**, with funding supporting the deployment of high quality human resources to support the further professionalism of the sector.
- **Output Focus**, with clear outcomes of the activity funded flagged at the outset and their achievement formally monitored.
- **Thematic and Issue Based Focus**, with clear objectives set for each funding scheme that reflect a clear need among migrant ethnic communities.
- **Migrant Led Approaches**, with acknowledgement that migrant-led organisations can play a key role in identifying and articulating needs and developing and delivering responses to meet these needs.
- **Integration Component**, where funding programmes encourage activity that makes some contribution to more effective integration of the community being targeted for intervention.

Taken with the delivery of the specific recommendations proposed in section 9.2 below, if these principles can be followed in the development of funding procedures by individual departments and other organisations in the future, they should ensure that the overriding goal of an effective integration policy is reached. That is, the equal access to mainstream funding and public services by migrant ethnic organisations and the communities that they represent.

9.2 Recommendations to Departments

Recommendation 1 – Each department with responsibility for a particular issues of relevance to migrant ethnic communities must develop a strategy for ensuring fair and equal access by these communities and groups representing them to any mainstream funding resources they provide to target this issue as a whole. These strategies should be based on the guiding principles identified with the conceptual framework in this report.

Recommendation 2 – The Department of Justice, Equality and Law Reform must take full responsibility for addressing the needs of migrant ethnic communities in relation to justice and equality issues, the Department of Community, Rural and Gaeltacht Affairs for community development issues, the Health Service Executive for health issues, the Department of Enterprise, Trade and Employment for employment and training issues, the Department of Social and Family Affairs for social welfare issues and the Department of Education and Science for educational issues.

Recommendation 3 – The Department of Community, Rural and Gaeltacht Affairs should put in place a dedicated funding stream for organisations representing migrant ethnic groups, either by ring-fencing existing programme funding or establishing a new programme, focusing on small grants for newly established organisations to develop initial capacity.

Recommendation 4 – The Department of Community, Rural and Gaeltacht Affairs should put in place a dedicated funding stream for organisations representing migrant ethnic groups, either by ring-fencing existing programme funding or establishing a new programme, focusing on community capacity development grants for those organisations that can demonstrate that they have the potential to become community organisations capable of competing effectively for mainstream funding.

Recommendation 5 – The Department of Justice, Equality and Law Reform must continue to take responsibility for issues surrounding asylum seekers and refugees and provide appropriate funding support to groups representing these target groups where appropriate.

Recommendation 6 – The Department of Justice, Equality and Law Reform must continue to deliver responses that relate to equality, justice or integration issues in relation to new migrants regardless of their status. A new small grants scheme targeting such needs and accessible to new migrant ethnic groups should be considered in order to provide initial support to new communities to facilitate the building of effective support networks, effective organisation and hence more effective first steps towards integration.

Recommendation 7 – The Department of Enterprise Trade and Employment must seek to establish or access a mechanism by which it can discuss policy development issues of relevance to migrant ethnic communities such as employment rights, recognition of qualifications, access to and targeting of training and any other relevant matters.

Recommendation 8 – All key departments should agree a strategy for intervention across the sector where clear responsibility for funding specific activities is allocated, synergies are developed, and duplication is avoided. This strategic approach should include a commitment to the principles defined within the conceptual framework in this report.

Recommendation 9 – All key departments should consider how they can develop appropriate responses at local level to serve the needs of migrant ethnic communities. Discussions should be held with the Department of Environment, Heritage and Local Government to examine the possibility of using the existing SIM Group structure to develop a mechanism for local coordination of resources and service delivery to support migrant ethnic communities.

9.3 Other Recommendations

Recommendation 10 – Consideration could be given to creation of a formal representative forum that could facilitate direct interaction with government departments and agencies. In this regard, the potential involvement of the NCCRI expertise to act as an independent facilitator of representing the view of minority ethnic communities as a whole and engage directly with government departments in the development of policy should be investigated. Other structures, such as the regional networks established by Integrating Ireland, should also be examined in view of their potential contribution to this process.

Recommendation 11 – A monitoring and evaluation function should be introduced in order to oversee its effective implementation by relevant departments and agencies. Allocating responsibility to the Equality Authority to perform such a role should be considered, based on a monitoring and evaluation mechanism agreed by all key stakeholders and resourced accordingly.

Recommendation 12 – An internet-based resource should be established providing basic information about each funding source including contact details, eligibility criteria, the application process, assessment procedures, nature of funded activity, monitoring and evaluation arrangements, etc. It could also offer links to the websites of funding agencies and hence access to application forms and other key funding documentation. Additional technical guidance, such as a 'dummy-version' of a completed application that represented good practice, might also be provided.

Recommendation 13 – The establishment of a research initiative focused specifically on profiling the migrant ethnic population should be considered, as a key determinant of the effectiveness of any funding programme is its ability to understand its target group and tailor supports towards their needs.

Recommendation 14 – There should be a concerted effort to support the development of networks and partnerships, particularly at regional and local level, in order that organisations can come together to share experiences, develop joint-approaches, share resources, identify needs and develop common priorities for action.

Annexes

Annex 1: Stakeholders Consulted

1. Tinu Achioya, Louth African Women's Association
2. Dr Mazhar Bari, Trinity College, Dublin/Association of Pakistanis in Ireland
3. Ernest Bishop, Galway City Partnership
4. Anne Brennan, Integrating Ireland
5. Frank Buckley, Sports Against Racism Ireland
6. Gerry Callaghan, New Horizon Athlone
7. Joy Cantwell, YMCA, Cork
8. Cormac Carey, Department of Finance
9. Denise Charlton, Immigrant Council of Ireland
10. Paddy Connolly, Cairde
11. Gertrude Cotter, NASC
12. Maria Cronin, IBEC
13. Niall Crowley, Equality Authority
14. Barbara Eames, Tralee Refugee Support Services
15. Louis Eyene, Association of Cameroonians living in Limerick
16. Thomas Farrell, St Catherine's Community Centre, Carlow
17. TJ Fleming, Department of Community, Rural and Gaeltacht Affairs
18. Fred Foster, Department of Finance
19. Cezar Gaman, The Romanian Society of Ireland
20. Triona ni Giolla Choille, Galway Refugee Support Group
21. Martina Glennon, Reception and Integration Agency
22. Sinead Haughey, Atlantic Philanthropies
23. John Haskins, Reception and Integration Agency
24. Edwin Igbinosun, Bini Union
25. Patrick Ighaguebor, Bini Union
26. Dr Nooh Al-Kaddo, Islamic Cultural Centre of Ireland
27. Janis Kargins, Latvian Society in Ireland
28. Brian Kearney-Greave, Atlantic Philanthropies
29. John Kennedy, Department of the Taoiseach
30. Sr. Breege Keenan, Vincentian Refugee Centre
31. Cherif Labreche, Cairde
32. Joe Laffan, Department of the Environment, Heritage and Local Government
33. Grainne Landers, Tralee Refugee Support Services
34. Aidan Lloyd, Pobal
35. Jesse Maketo, Amizade Angolana
36. Salome Mbugua, Akidwa
37. Tim McCarthy, Department of Health and Children
38. Niamh McCrea, National Youth Council of Ireland

39. Ken McCue, Dublin North West Inner City Intercultural Working Group
40. Pat McNamara, CABI
41. Irene Murphy, Indonesian Irish Association
42. Tess Murphy, Longford Women's Link
43. Fidele Mutwarasibo, Immigrant Council of Ireland
44. Breda Naughton, Department of Education and Science
45. Nobuhle Nduka, Akidwa
46. Diane Nurse, HSE
47. Siobhan O'Donoghue, Migrant Rights Centre Ireland.
48. Yemisi Ojo, Network of the Integration of African Children in Ireland
49. Reginald Okoflex Inya, Nigerian Association Ireland
50. Aidan O'Reilly, Department of Social and Family Affairs
51. John Reilly, CABI
52. Norma Roche, Integrate Mallow
53. Hubert Rooney, Athlone Community Taskforce
54. Vasile Ros, Romanian Community of Ireland
55. Mairead Ryan, Department of the Environment, Heritage and Local Government
56. Nasruddin Saljuqi, Afghan Community and Cultural Association of Ireland
57. Harpreet Singh, Irish Sikh Council
58. Satwinder Singh, Irish Sikh Council
59. Berni Smyth, Support Project for Adolescent Refugee Kids (SPARK), Galway Youth Federation
60. Eoghan Stack, One Foundation
61. Aki Stavrou, Integrating Ireland
62. Blaise Tangamu, Congolese Irish Partnership
63. Dier Tong, Africa Centre
64. Heike Vornhagen, Galway One World Centre
65. Jennifer Wallace, NCCRI
66. Philip Watt, NCCRI
67. Tania Zhinzhina, Eastern European Association of Ireland

Annex 2: Profile of Representative Organisations

Access Ireland

Dominick Court
41 Lower Dominick Street
Dublin 1
(01) 878 0589
amm@accessireland.ie
www.accessireland.ie

Afghan Community and Cultural Association of Ireland

20 Ashington Gardens
Dublin 7
(01) 968 3577
afgcommunity@hotmail.com
www.nasruddinsaljuqi.tripod.com

Africa Centre

Methodist Central Mission Building
9c Abbey Street Lower
Dublin 1
(01) 865 6951
info@africacentre.ie
www.africacentre.ie

African Community Development Project

8 College Green
Ballytruckle
Waterford
087 261 8184
africancommunity@ireland.com

African Cultural Awareness Project

8 College Green
Ballytruckle
Waterford
087 261 8184
acufest@yahoo.ie

African Cultural Project

c/o Ulster Bank Chambers
4 Lower O'Connell Street
Dublin 1
(01) 878 0613

African Women's Forum

c/o Waterford Centre
74 Manor Street
Waterford
(051) 35 1 918
awfafricanwomen@yahoo.ie

AkiDwa (Akina DADA wa Africa/African Women's Network)

9c Lower Abbey Street
Dublin Central Mission
Dublin 1
(01) 814 8582
info@akidawa.ie
www.akidwa.ie

Algerian Community in Ireland

c/o Cairde
19 Belvedere Place
Dublin 1
086 077 3585
algeriancommunity@eircom.net

Amigos do Brasil

www.amigosdobrasil.net

Amizade Angolana

34 Ashton Green
Ashton Brook
Swords
Co. Dublin
087 132 4476
jmaketo@hotmail.com

Arabic Speaking Women's Association

c/o Cairde
19 Belvedere Place
Dublin 1
085 729 5225

Association of Cameroonians living in Limerick

75 Kilteragh
Dooradole
Limerick
087 122 5040/087 687 5752
ja.malori@laposte.net

Association of Pakistanis in Ireland

www.pakistanassociation.ie

Association of Refugees and Asylum Seekers in Ireland (ARASI)

19 Belvedere Place
Dublin 1
(01) 855 2111
arasi@indigo.ie
www.arasi.org

Association of Refugees and Asylum Seekers in Kilkenny (ARAK)

c/o KCAN
Wolfe Tone House
2 Wolfe Tone Street
Kilkenny
(056) 775 2811
cswkcan@eircom.net

Association of the Ivory Coast in Cork

22 Flower Hill
Rushbrook Manor
Cobh
Co. Cork
086 322 4311
aciccommunaute@yahoo.fr

Bini Union

61 St. John Crescent
Clondalkin
Dublin 22
086 334 0706
biniunionroi@yahoo.com

Bosnian Community Development Project

40 Pearse Street
Dublin 2
(01) 671 9202
bosnian_cdp@hotmail.com
<http://www.iol.ie/EMPLOYMENT/integra/projects/bcd.html>

Cairde

19 Belvedere Place
Dublin 1
(01) 855 2111
info@cairde.ie
www.cairde.ie

Cois Tine

St Mary's Church
Popes Quay
Cork
(021) 455 7760
coistine@sma.ie

Diaspora of Togolese People in Ireland

77 Elmvale
Wilton
Cork
085 151 1716
diasporatogirl@yahoo.fr

Dun Laoghaire Refugee Project

45A South Park
Foxrock
Dublin 18
087 234 0587
dunlaoghairerefugee@ireland.com

Emigrant Advice

1a Cathedral Street
Dublin 1
(01) 873 2844
info@emigrantadvice.ie
www.emigrantadvice.ie

Galway Refugee Support Group

No. 3 The Plaza
Headford Road
Galway
(091) 779 083
refugee.galway@ireland.com

Brazilian Association of Gort

c/o Gort Family Resource Centre
Church Street
Gort
Co. Galway
(091) 630 902

Children of Zimbabwe

c/o 10 Upper Camden St.
Dublin 2
(01) 4978546 / 086 8639984
chada75me@yahoo.co.uk

Congolese Irish Partnership

213 North Circular Road
Dublin 7
(01) 838 9646
pierrotcsginfo@ireland.com

Diverse Eireann

Unit 2, Mill House
Mill Road
Ennis
Clare
(065) 686 9026
info@diverseireann.org
www.diverseireann.org

Eastern European Association of Ireland

9 Crestfield Downs
Glanmire
Co. Cork
(021) 482 3937
eeai@eircom.net
www.easterneuropean.org

Filipino Forum

61 Esker Lawns
Lucan
Co. Dublin
087 9357688
filipinoforum@eircom.net

Igbo Community Ireland

St Michaels Catholic Church
Inchicore
Dublin 8
087 242 4342/087 914 4575
info@igbocommunityireland.org
www.igbocommunityireland.org

CABI

213 North Circular Road
Phibsboro
Dublin 7
086 838 4808
migrants@cabi.ie

Clonakilty Asylum Seekers Group

Sleeven
Clonakilty
Cork
(023) 35127
marcad@eircom.net /
kimboland@eircom.net

Cork Somalian Community

North Quay Place
Cork
086 156 7866

Doras Liumni

Mount St. Alphonsos
South Circular Road
Limerick
(061) 310328
dorasliumni@eircom.net

Emerge

Bolbrook Enterprise Centre
Avonmore Road
Tallaght
Dublin 24
(01) 414 5700
info@equalemerge.ie
www.equalemerge.ie

Galway One World Centre

4th Floor
The Halls
Quay Street
Galway
091 581 688

iMeasc

086 3440668
imeasc@eircom.net

Immigrant Council of Ireland

2 St Andrews Street
Dublin 2
(01) 674 0202/0200
info@immigrantcouncil.ie
www.immigrantcouncil.ie

Indonesian Irish Association

3 Moylaragh Walk
Balbriggan
Co. Dublin
086 165 2776
xavimurphy@yahoo.ie
www.indoirish.com

Integrate Mallow

c/o Avondhu Development C
5/6 Parkwest
Mallow
Co. Cork
(022) 43 553
avondhu@indigo.ie

Integrating Ireland

c/o Comhlamh
10 Upper Camden Street
Dublin 2
(01) 478 3490
info@integratingireland.ie
www.integratingireland.ie

Irish Centre of Chinese Social Services - Irish Chinese Information Centre

57-58 Smithfield Road
Dublin 7
(01) 872 7312
chanmullen@yahoo.com

Irish Immigrant Support Centre (NASC)

St Marie's of the Isle
Sharman Crawford Street
Cork
(021) 431 7411
iisc@eircom.net
www.nascireland.org

Irish Immigrant Voices

14 Mulberry
Fairfield Avenue
Commons Road
Cork
immigrantsvoice@iolfree.ie

Irish Indians

www.irishindians.com

Irish Malayalee Association

11 Ely View, Firhouse
Firhouse
Dublin 22
087 9023044

Irish Polish Society

20 Fitzwilliam Place
Dublin 2
(01) 6762525

Irish Refugee Council

88 Capel St
Dublin 1
(01) 873 0042
refugee@iol.ie
www.irishrefugeecouncil.ie

Irish Scandinavian Club

c/o Kari Rosvall
112 Ballinteer Close
Ballinteer
Dublin 2
(01) 296 1908
sven-e@lysator.liu.se

Irish Sikh Council

PO Box 9828
Dublin 2
087 260 5410
info@irishsikhcouncil.com
www.irishsikhcouncil.com

Irish Sudanese Solidarity Group

Belgrave Road
Rathmines
Dublin 6
(01) 498 3926
issgireland@eircom.net

Islamic Cultural Centre of

19 Roebuck Road
Clonskeagh
Dublin 14
(01) 208 0000
info@islamireland.ie
www.islamireland.ie

Islamic Foundation of Ireland

163 South Circular Road
Dublin 8
(01) 453 3242
ifi@indigo.ie
www.islaminireland.com

Jesuit Refugee Service Ireland

36 Lower Leeson Street
Dublin 2
(01) 855 6814

Jewish Ireland

Herzog House
1 Zion Road
Rathgar
Dublin 6
(01) 492 3751
irishcom@iol.ie
http://www.jewishireland.com

Kegite Club of Letterkenny

4 Manorview Park
Letterkenny
Co. Donegal
(074) 911 0378/087 744 7155
kegiteclub@hotmail.com

Killarney Asylum Seeker Initiative

79 New Street
Killarney
Co. Kerry
counihan@skdp.ie

Kurdish Irish Society

c/o New Communities Partn
19 Belvedere Place
Dublin 1
086 1947397
fazy151rr@yahoo.com

Latvian Society in Ireland
48 Rosebank Place
Nangor Road
Clondalkin
Dublin 22
087 631 2271 / (01) 458 4136
info@lbi.ie
www.lbi.ie

Lithuanian Association in Ireland
403 Collinswood
Whitehall
Dublin 9
087 767 0213
laurag8@gmail.com
www.langas.net/tp/airija

Longford Women's Link
Willow House
Ardnacassa Avenue
Longford
(043) 41511
tessmurphy@longfordwome
www.longfordwomenslink.or

Louth African Women's Association
2 Grange Close
Muirhavnamor
Dundalk
Co Louth
(042) 935 6759

Mercy Open Door Project
Catherine McAuley Centre
23 Herbert Street
Dublin 2
(01) 638 7500
cmcauley@indigo.ie

Migrant Information Centre
Community Centre
Main Street
Charleville
Co. Cork
(063) 21 008
m.duane@ballyhoura.org

Migrant Rights Centre
3 Beresford Place
Dublin 1
(01) 888 1355
info@mrci.ie
www.mrci.ie

Muungano le Cheile - The Cultural Connection
50 Dun Eoin
Ballinrea Road
Carrigaline
Co. Cork
086 343 5271
muunganolecheile@hotmail.com
www.corkknc.org/new/muungano/muu
ngano1.htm

Network of the Integration African Children in Ireland
c/o Cairde
19 Belvedere Place
Dublin 1
086 402 3953
iacii@oceanfree.net
http://mobhaile.southdublin.i
dex.php?option=com_frontp
d=1

New Horizon Athlone
St. Kieran's Community Centre
Tormey Villas
Athlone
Co. Westmeath
(091) 647 6346
info@newhorizonathlone.org
www.newhorizonathlone.org

Nigerian Association Ireland
c/o Cairde
19 Belvedere Place
Dublin 1
086 177 6160
nigerian@nigerian.ie
www.nigerian.ie

Nigerian Support Group
10 Upper Camden Street
Dublin 2
(01) 478 3490
nsg@eircom.net

Polish Business Centre
37 The Gravel Walk Apts
52 Blackhall Place
Dublin 7
(01) 679 0144 / 086 858 3109
directors@polishgroupcentre.com
www.polishgroupcentre.com

Polish Centre Cork
Main Street
Carrig Twohill
Co Cork
086 397 0082
stephencummins@eircom.net
www.pccork.org

Polish Information and Cu Centre
56-57 Lower Gardiner Stree
Dublin 1
(01) 8196535
info@polishcentre.ie
www.polishcentre.ie

Refugee information Service
27 Annamoe Terrace
off North Circular Road
Dublin 7
(01) 838 2740
info@ris.ie
www.ris.ie

Roma Support Group
Pavee Point
North Great Charles Street
Dublin 1
(01) 878 0255
romacommunity@yahoo.com /
pavee@iol.ie
www.romasupport.ie

Romanian Community of I
c/o Cairde
19 Belvedere Place
Dublin 1
(01) 855 2111
info@romaniancommunity.n
www.romaniancommunity.n

Romanian Society of Ireland

90 Meath Street
Dublin 8
(01) 453 6098
info@romaniansociety.ie
www.romaniansociety.ie

Spark

c/o Galway Youth Federation
Francis Street
Galway
spark@gyf.ie

Spirasi/CCST

213 North Circular Road
Dublin 7
(01) 838 9664
info@spirasi.ie
www.spirasi.ie

Sports Against Racism Ireland

135 Capel Street
Dublin 1
(01) 873 5077
info@sari.ie / sari@iol.ie
www.sari.ie

Tallaght Intercultural Action

c/o West Tallaght Resource Centre
16 Glenshane Lawns
Tallaght
Dublin 24
(01) 452 2533
tia@ireland.com

Tralee Refugee Support Services

Drop in Centre
7 Ashe Street
Tralee
Co. Kerry
(066) 718 5311
traleerefugeeservices@eircom.net

Vincentian Refugee Centre

St Peter's Church
Phibsboro
Dublin 7
(01) 810 2580
refugeecentrephibsboro@eircom.net

Waterford Against Racism

Maudlin Street
Thomastown
Co Kilkenny
(056) 772 4826
terbsloh@eircom.net

Welcome English

Mercy House
Convent Place
off Proby's Quay
Cork
(021) 4316 6537/087 918 9841
welcomeenglish@hotmail.com
www.welcomeenglish.com

West African Network (WANET)

c/o Cairde
19 Belvedere Place
Dublin 1
(01) 855 2111/085 725 0816
wanetinfo@yahoo.co.uk

**YMCA Newcomer's Health
Programmel**

Kinsale Road Accommodation Centre
YMCA
11/12 Marlboro Street
Cork
(021) 427 0187
ymcahealth@yahoo.co.uk

**Partnerships and Other
'Mainstream' Organisations
Providing Services**

**The Kildare Community
Partnership**

Jigginstown Commerical Centre
Old Limerick Road
Naas
Co Kildare
(045) 895 450
info@actionsouthkildare.ie
www.thekcp.ie

**Ballyfermot Partnership
Multicultural Group**

c/o Ballyfermot Partnership
Ballyfermot Community Civic Centre
Ballyfermot Road
Dublin 10
(01) 620 7165
info@ballyfermotpartnership.ie
www.ballyfermotpartnership.ie

Ballymun Intercultural Group

c/o Ballymun Partnership
North Mall
Ballymun Town Centre
Dublin 11
(01) 842 3612
info@ballymun.org
www.ballymun.org

**Blanchardstown Area Asylum
Seekers/Refugees/New
Communities Network (BARN)**

c/o Blanchardstown Area Partnership
Unit 106
Coolmine Industrial Estate
Dublin 15
(01) 820 9550
info@bap.ie
www.bap.ie

**Canal Communities Intercultural
Centre**

c/o Canal Communities Partnership
197 Tyrconnell Road
Inchicore
Dublin 8
(01) 473 2196
info@canalpartnership.com
www.canalpartnership.ie

**Carlow Area Network Development
Organisation (CANDO)**

1 Presentation Place
Tullow Street
Carlow
(0503) 33 457
cando@eircom.net

Catholic Youth Care

Arran Quay
Dublin 7
(01) 872 5505
info@cyc.ie
www.cyc.ie

Co-operation Fingal

BEaT Centre
Stephenstown Industrial Estate
Balbriggan, Fingal
Co Dublin
(01) 802 0484
info@co-operationfingal.ie
www.co-operationfingal.ie

**D12 Ethnic Migrant Women's
Group**

c/o KWCD Partnership
Unit 9, Ashleaf Shopping Centre
Crumlin
Dublin 12
(01) 405 9300
info@kwcd.ie
www.kwcd.ie

Dublin Inner City Partnership

Equity House
16-17 Upper Ormond Quay
Dublin 7
(01) 872 1321
info@dicp.ie
www.dicp.ie

Finglas for Diversity

c/o Finglas Cabra Partnership
Rosehill House
Finglas Road
Dublin 11
(01) 836 1666
info@fcp.ie
www.fcp.ie

**Francis Street Community
Education Centre**

c/o CBS Francis Street
Dublin 8
(01) 453 0833

Galway City Partnership

3rd Floor
The Plaza Offices
Headford Road
Galway
091 773 466
091 773 468

ICON Multicultural Working Group

c/o Inner City Organisations Network
22 Lower Buckingham Street
Dublin 1
(01) 836 6890
iconet@iol.ie

Integrate Mallow

c/o Avondhu Development Ltd.
5-6 Park West
Mallow
Co Cork
(022) 43 553
avondhu@indigo.ie

Rainbow Community Network
c/o Rialto Community Network

**Rathmines Information and
Community Services
Centre/Rathmines Community
Partnership**
11 Wynnefield Road
Rathmines
Dublin 6
01 496 5558
01 496 5590

Rialto Community network
568 South Circular Road
Rialto
Dublin 8
01 4732003
01 473 2003

**South Inner City Community
Development Association (SICCDA)**
90 Meath Street
Dublin 9
(01) 453 6098
info@siccda.ie
www.siccda.ie

**Southill Community Development
Project**
266 Avondale Court
O'Malley Park
Limerick
(061) 313 024
scdp@eircom.net

**St Catherine's Community
Development Project**
St. Joseph's Road
Carlow
(059) 913 1354
info@stcatherinescarlow.ie
www.stcatherinescarlow.ie

Unite Network
c/o Southside Partnership
24 Adelaide Street
Dun Laoghaire
Co. Dublin
(01) 230 1011
info@sspship.ie
www.sspship.ie

Wexford All Cultures Group
c/o Wexford Area Partnership
Cornmarket
Mallin Street
Wexford
(053) 23994
info@waterfordareapart.ie
www.waterfordareapart.ie

Annex 3: Profile of Existing Sources of Fund

Statutory Bodies

European Refugee Fund (ERF)

Council of the European Union (Managed in Ireland by the Reception and Integration Agency (RIA))
Reception and Integration Agency
Block C
Ardilaun Centre
112-114 St Stephen's Green
Dublin 2
(01) 418 3200
RIA_inbox@justice.ie
www.ria.gov.ie

Once-off Grants (Refurbishment of Premises)

Department of Community, Rural and Gaeltacht Affairs
Department of Community, Rural and Gaeltacht Affairs
Community and Voluntary Supports Division
Teeling Street
Tubbercurry
Co. Sligo
(071) 918 6759
info@pobail.ie
www.pobail.ie
To support the activities of local voluntary and community groups by way of grants for the refurbishment of existing premises used by such groups.

RAPID

Department of Community, Rural and Gaeltacht Affairs (Managed by Pobal)
Holbrook House
Holles Street
Dublin 2
(01) 240 0700
enquiries@pobal.ie
www.pobal.ie
Support for 45 communities in accordance with funding through the skills of a dedicated RAPID Coordinator

Dormant Accounts

Department of Community, Rural and Gaeltacht Affairs (Managed by Pobal)
Holbrook House
Holles Street
Dublin 2
(01) 240 0700
enquiries@pobal.ie
www.pobal.ie
Annual scheme to fund projects and programmes working to combat economic and social disadvantage in Ireland

Equality for Women Measure

Department of Justice, Equality and Law Reform (Managed by Pobal)
Holbrook House
Holles Street
Dublin 2
(01) 240 0700
enquiries@pobal.ie
www.pobal.ie
A positive action programme for women, led by the Department of Justice, Equality and Law Reform and funded through the National Development Plan 2000-2006. It is designed to promote pilot initiatives aimed at improving the economic, social, cultural and political lives of women.

National Childcare Investment Programme (NICP)

Department of Justice, Equality and Law Reform (Managed by Pobal)
Holbrook House
Holles Street
Dublin 2
(01) 240 0700
enquiries@pobal.ie
www.pobal.ie
Funding available for those providing care for babies, full day care, part time pre-school places, school age child including "wrap around" childcare and childminding.

Once-off grants

Department of Social and Family Affairs
Oisín House
212-213 Pearse Street
Dublin 2
(01) 704 3000
info@welfare.ie
www.welfare.ie
Discretionary once-off grants for organisations providing information related to the work of the Department.

Community Employment Scheme

FAS (CE)
27-33 Upper Baggot Street
Dublin 4
(01) 607 0500
info@fas.ie
www.fas.ie
A scheme whereby public or voluntary organisations are provided with resources to employ unemployed people as participants. Normally, participants are employed for one year, for an average of 39 hours per fortnight. The eligibility criteria allow you to recruit participants provided they are more than one year unemployed and provided the project offers community and public benefit. Through their period spent at work in a project, they improve their chances of being integrated into subsequent employment elsewhere in the local economy.

National Lottery Grants

HSE
Parkgate St. Business Centre
Dublin 8
(01) 635 3500
info@hse.ie
www.hse.ie
Funding for groups and organisations involved in the provision of health and personal social services for once-off funding for viable projects which are completed within a reasonable period of time.

Development Education Grant Scheme

Irish Aid
Department of Foreign Affairs
Bishops Square
Redmond Hill
Dublin 2
(01) 408 2000
developmenteducation@dfa.ie
www.irishaid.gov.ie
Funding scheme for voluntary organisations and educational bodies for grants for development education projects, which are designed to increase awareness and understanding of development issues.

Small Grants Scheme

Irish Youth Foundation
Unit 39, Boeing Road
Airways Industrial Estate
Santry
Dublin 17
(01) 605 5580
info@iyf.ie
www.iyf.ie
Small grants are intended as a flexible and immediate response to the needs of children and young people from disadvantaged communities. These grants are more suited to small voluntary groups working in local areas or neighbourhoods.

Medium Grants

Irish Youth Foundation
Unit 39, Boeing Road
Airways Industrial Estate
Santry
Dublin 17
(01) 605 5580
info@iyf.ie
www.iyf.ie
For community and voluntary groups working in preventative and educational ways with children and young people who are marginalised or at risk. The grants can be used to extend an existing activity, employ additional staff, to purchase equipment, to undertake evaluation, to publish a report, to improve organisational capacity or to try something new and different.

Large Grants

Irish Youth Foundation
Unit 39, Boeing Road
Airways Industrial Estate
Santry
Dublin 17
(01) 605 5580
info@iyf.ie
www.iyf.ie
Not an open grant call, rather the Irish Youth Foundation invites a number of selected organisations to make proposals about how they would use an Irish Youth Foundation grant.

Small Grants Scheme

RIA
Reception and Integration Agency
Block C
Ardilaun House
112-114 St Stephens Green
Dublin 2
(01) 418 3200
RIA_inbox@justice.ie
www.ria.gov.ie
To provide funding to locally based organisations that befriend, support and involve asylum seekers living in direct provision in the local community and who promote and encourage the participation of asylum seekers and members of the local community in intercultural events and activities.

Annual Programming Grants

The Arts Council
70 Merrion Square
Dublin 2
(01) 618 0200
info@artscouncil.ie
www.artscouncil.ie
Grants offered annually as a contribution towards the associated costs of a programme.

Small Festivals Scheme

The Arts Council
70 Merrion Square
Dublin 2
(01) 618 0200
info@artscouncil.ie
www.artscouncil.ie
Funding up to a fixed level aimed primarily at local events and festivals. Two rounds will be offered for activities taking place in 2007.

Annual Funding

The Arts Council
70 Merrion Square
Dublin 2
(01) 618 0200
info@artscouncil.ie
www.artscouncil.ie
Funding offered as a contribution towards operational and programming costs on an annual basis.

Projects: Once Off Awards

The Arts Council
70 Merrion Square
Dublin 2
(01) 618 0200
info@artscouncil.ie
www.artscouncil.ie
Once Off Awards: project style funding for production and/or presentation of a range of artforms.

Scheme of Grants for Voluntary Organisations providing Marriage, Child and Bereavement Counselling Services

The Family Support Agency
St Stephens Green House Floor 4
Earlsfort Terrace
Dublin 2
(01) 611 4100
www.familysupport.agency@welfare.ie
www.fsa.ie
Once off grants are available to voluntary organisations that provide marriage counselling, marriage preparation courses, counselling services to children whose lives have been affected by parental separation; or bereavement counselling and support to families on the death of a family member.

Family and Community Services Resource Centre Programme

The Family Support Agency
St Stephens Green House Floor 4
Earlsfort Terrace
Dublin 2
(01) 611 4100
familysupport.agency@welfare.ie
www.fsa.ie
Funding towards staffing and equipping of local resource centres that organise community development activities. Funding is given to projects that focus on involving local communities in tackling the problems they face and on creating successful partnerships between the voluntary and statutory agencies in the areas concerned.

UN Voluntary Fund for Victims of Torture

United Nations Human Rights Commission
OHCHR UNOG
Funds Unit/Support Services Branch
8-14 Avenue de la Paix
1211 Geneva 10
Switzerland
(00 41) 22 917 9000
unvft@ohchr.org
Fund to non-governmental organisations for projects providing direct medical, psychological, social, economic, legal, humanitarian or other forms of assistance to torture victims and members of their family.

Non-Statutory Bodies

Once-off donations

Anglo-Irish Bank
Head Office
Stephen Court
18/21 St. Stephen's Green
Dublin 2
(01) 616 2000
enquiries@angloirishbank.ie
www.angloirishbank.ie

Disadvantaged Children and Youth Programme

Atlantic Philanthropies
Tara House
32 Lower Baggot Street
Dublin 2
(01) 676 2121
ireland@atlanticphilanthropies.org
www.atlanticphilanthropies.org
Atlantic Philanthropies seeks to make lasting improvements in the lives of disadvantaged children and youth through preventive programmes. Atlantic does not consider unsolicited proposals.

Reconciliation and Human Rights Programme

Atlantic Philanthropies
Tara House
32 Lower Baggot Street
Dublin 2
(01) 676 2121
ireland@atlanticphilanthropies.org
www.atlanticphilanthropies.org
Through its Reconciliation & Human Rights Programme, Atlantic seeks about stable, peaceful, sustainable societies in which disadvantaged and vulnerable people are guaranteed access to their rights. Atlantic Philanthropies does not consider unsolicited proposals.

Christian Brothers Edmund Rice Fund

Christian Brothers Edmund Rice Trust
Christian Brothers Edmund Rice Trust Office
St Patricks
Griffith Avenue
Marino
Dublin 9
(01) 833 0566
info@er-in.com
www.er-in.com/
Funding for projects to alleviate poverty, train teachers, parents, youth workers in provision of leadership or development, research into educational disadvantage, school effectiveness, youth leadership and religious development of young people educational facilities.

Church of Ireland Priorities Fund

Church of Ireland
Church of Ireland House
Church Avenue
Rathmines
Dublin 6
(01) 497 8422
priorities@ireland.anglican.org
www.priorities.ireland.anglican.org
Provides funding for community and education work, among other areas.

Small Grants Scheme

Community Foundation
32 Lower O'Connell Street
Dublin 1
(01) 874 7354
admin@foundation.ie
www.communityfoundation.ie
To support work with communities currently supported by the State, in target areas where a small grant can make a difference in urban or rural communities.

Community Support Programme

Dublin Bus
59 Upper O'Connell Street
Dublin 1
(01) 703 3208
community@dublinbus.ie
www.dublinbus.ie/home/community_support.asp
Support for community based non-profit schemes involved in children and youth; education; older people; sport; people with disabilities; or the environment and the local community.

Global Grants

First Data Western Union Foundation
12500 E. Belford Ave.
Mail Stop 11
Englewood, CO 80112
USA
(00 1) 720 332-6606
communitydevelopment@firstdatacorp.com
www.firstdatawesternunion.org
Help organisations that support education, economic empowerment (promoting economic development and opportunity in under-served communities) and Human Services (helping people improve their living).

Community

Heineken Ireland
Murphy's Brewery
Leitrim Street
Cork
(021) 450 3371
Hinfo@heineken.ie
www.heinekenireland.ie
Provision of support to worthy cultural, educational and cultural initiatives

Seed grant (Currently being restructured)

Ireland Funds
5 Foster Place
Dublin 2
(01) 662 7878
info@irefunds.org
www.irlfunds.org
Support projects that promote peace and reconciliation, arts and culture, community development and education.

Ireland and Northern Ireland

Joseph Rowntree Foundation
The Garden House
Water End
York
YO30 6WQ
(00 44) 1904 627810
info@jrct.org.uk
www.jrct.org.uk
Supports organisations who promote democracy, equality, human rights; who monitor the government's record in implementing internationally recognised standards in human rights' promote dialogue and understanding across religious, racial and political divides, etc.

Community Grants Scheme

Katherine Howard Foundation
IFSC
10 Grattan Crescent
Inchicore
Dublin 8
(01) 400 2107
info@khf.ie
www.khf.ie
To fund parent and toddler groups

General Grant Scheme

Katherine Howard Foundation
IFSC
10 Grattan Crescent
Inchicore
Dublin 8
(01) 400 2107
info@khf.ie
www.khf.ie
Funds projects working in disadvantaged areas in Ireland, particularly which leads to building co-operation and community spirit at local level.

New Communities

One Foundation
4th Floor
Research Building
National College of Ireland
Mayor Street
Dublin 1
(01) 808 8800
info@onefoundation.ie
www.onefoundation.ie
One supports organisations that promote integration in Ireland - from the protection of immigration rights to valuing cultural diversity. One does not accept unsolicited proposals.

Social Entrepreneurs Awards

Social Entrepreneurs Ireland
4th Floor
Research Building
National College of Ireland
Mayor Street
Dublin 1
(01) 808 8800
info@socialentrepreneurs.ie
www.socialentrepreneurs.ie
Two awards (Level 1 and Level 2) social entrepreneurs working in an innovative way.

General Grant Scheme (currently under review)

Stephens Green Trust
Lorga Daibhi
Sunnyhill
Kilcullen
Co Kildare
(045) 480666
info@sstg.ie
www.sstg.ie
Grant schemes are currently under review.

Small and medium grants (currently under review)

Vodafone Ireland Foundation
Vodafone
Mountainview
Leopardstown
Dublin 18
(01) 203 7000
vodafoneirelandfoundation@vodafone.ie
www.vodafonefoundation.org/ireland
Funds Irish registered charities that focus primarily on removing barriers that prevent people from participating fully in society and supporting ventures to improve access to mobile technology. In addition, the Foundation also supports projects that increase accessibility or make creative use of technology in the areas of art and culture, community health, education and employability.

Other resources:

Community Development Progr
www.pobail.ie

Local Partnership Companies:
www.planet.ie

NCCRI:
www.nccri.ie

City and County Councils:
www.environ.ie

City and County Development E
www.cdb.ie

Annex 4: Workshop Itinerary

- 11.00-11.10am: **Introduction and Background to the Study**
- Member of the study team explains what we're doing, the research undertaken thus far, and what we hope to get out of the workshop exercise.
 - Each of the attendees introduces themselves and the organisation they represent.
- 11.10-11.30am **Current Funding of Organisations Representing Migrant Ethnic Groups**
- Experiences of sourcing or attempting to source funding and main sources utilised.
 - Is there sufficient understanding of the needs and unique characteristics of different migrant ethnic groups by funding organisations?
 - Does an understanding exist of the diversity of different migrant ethnic groups in terms of social, cultural, gender, religious issues?
 - Has there been any liaison between organisations and departments, agencies, local authorities or other bodies in relation to their needs?
- 11.35-12.00pm **Funding Needs of Organisations Representing Migrant Ethnic Groups**
- What are the main funding and support needs of migrant ethnic groups in Ireland?
 - What are their organisational needs in terms of establishing the organisation, arranging structures and establishing strategic/action plans?
 - What are their operational needs in terms of space, infrastructure, staffing, etc.?
 - What are their needs in terms of building capacity to manage and operate a representative organisation effectively, influence policy, access funding, etc?
 - Are there also needs with regard to once-off or project-based funding?
 - Should funding be provided to pilot new ideas with regard to enhancing the integration of the new communities?
- 12.00-12.30pm **Funding Systems that Need to Be Developed**
- Is there a need for dedicated funding to be set aside for organisations representing migrant ethnic groups or should support be improved to ensure equal access to existing mainstreamed funding?
 - At what level is such funding required? Is there a need for dedicated funding of organisations at both local and national levels?
 - By nature many organisations are small-scale so how can issues around management, financial control, staffing and influence be reconciled with their individual needs?
 - Should access to funding be facilitated by the formation of networks of different organisations in order to overcome these barriers?
 - How can it be ensured that funding supports the integration of the new communities and does not further enhance divisions?
- 12.30-1.00pm **Principles that should Underpin Core Funding in the Future**
- Strategic rationale underpinning funding.
 - Clear Departmental responsibility with funding complimentary to other sources.
 - Mechanism to identify needs and gaps and to interact with organisations representing migrant ethnic groups.
 - Understanding of diversity in terms of social, cultural, gender and religious differences between groups with funding processes tailored to take account of such needs.

- Access to information about funding and transparent application process.
- Technical support to organisations who wish to apply for funding and an aftercare element following the decision making process.
- Encouragement of partnership working between organisations by tailoring funding criteria.
- Flexibility in funding to take account of the different characteristics and different needs of different organisations.
- Facilitation of integration of migrant ethnic groups by ensuring that activity funded supports greater integration in some way.
- Procedures to ensure financial control and ongoing monitoring and evaluation in place.

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