

European Refugee Fund

Output and Outcomes Report

2010 - 2012

Final Report



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EXECUTIVE SUMMARY

Background

In November 2010, Pobal contracted NEXUS Research Co-operative to design a monitoring and evaluation framework for the European Integration Fund (EIF) and European Refugee Fund (ERF) in Ireland, to address a number of weaknesses in the existing arrangements. Following wide consultation, it was finalised in March 2011¹. The Framework incorporates three inter-related levels as follows:

- Final Programme evaluation reports which will be contracted by the Office for the Promotion of Migrant Integration (OPMI) to an independent evaluator(s);
- Programme-level evaluation which will include a focus on programme level outputs and outcomes and ,separately on, a thematic evaluation; and
- Project-level monitoring and evaluation with a focus on monitoring of progress, process evaluation, project-level thematic learning and project-level outputs and outcomes evaluation.

The new Framework is now being implemented by the 23 groups currently funded under the ERF and EIF.

This report, the second of three to be produced over the lifetime of the 2009-2012 Annual Programmes , presents results of the ERF Programme-level evaluation as it relates to outputs and outcomes aggregated from Project level on a cumulative basis for the period July 1st 2010 to June 30th 2012.

The data is gathered from Projects through an annual online evaluation survey, in which they detail their cumulative outputs and outcomes since their project commenced. A final output and outcomes Evaluation Report will be completed at the end of the current ERF round.

Outputs

Outputs are to be distinguished from outcomes largely in that the former are immediate, tend to be under the direct influence of Projects and comprise means to an end rather than ends in themselves; whereas the latter are longer term, can be influenced by many factors, and confer benefits more directly on the target group.

The ERF Projects have, in terms of sheer volume, produced a large number of outputs in the two year period covered. With perhaps a degree of duplication in the figures, 3,398 refugees and 1,542 asylum seekers received specific services directly, almost two thirds of them male. A further 369 attended a series of themes clinics and workshops; 1,269 participated in intercultural dialogue activities; and 289 engaged in capacity building that was directed towards other groups (gender or status breakdown is not available in these cases.)

However, the key issue is not the volume but the *nature* of these services, some of which are once-off and limited in nature while others are intensive and ongoing. The following include some highlights.

- **Drop-in centres**, offered by five of the ten Projects, saw 1,219 individual asylum seekers and 996 individual refugees. The average number of visits by each asylum seeker, at about nine, was over double that of each refugee – the total number of visits by both groups came to over 15,000.

1 Monitoring and Evaluation Framework for the *European Refugee Fund* and *European Integration Fund*. Final Report March 1st 2011. NEXUS Research.

- **Outreach information and advice** visits were made by three Projects to 843 people, all but a handful of them asylum seekers. About 30% were to women.
- **Training and education**, in the form of English language but also other accredited and non-accredited courses, was a key component, delivered by seven Projects. A total of 792 course completions were recorded: 421 asylum seekers and 71 refugees enrolled for English language training; and 215 and 84 respectively for non-accredited training. A total of 15 asylum seekers and 65 refugees took accredited training courses.
- **Legal advice and advocacy support** was received by 323 people from four Projects, 80% of them asylum seekers.
- **Direct actions to combat racism** were taken by two Projects, with extensive participation from relevant statutory and community organisations as well as from the target group.
- **Mentoring activities**, which links up Target group members with Irish or other nationalities for intensive learning and engagement, was taken up by five Projects, with 56 people (all but six refugees) working with 49 mentors, suggesting an intensive level of support.
- **Trauma and other forms of counselling** was provided by three Projects to a total of 78 people, mostly refugees and 52 of them women, one of the few categories in which women were in a clear majority.
- **Young people** were targeted by six Projects, and had the participation of 540 young asylum seekers and refugees, usually interacting with Irish and other groups. About 70% engaged in activities defined as non-educational, over three quarters were asylum seekers, and there a good gender balance was evident.
- A diverse range of actions to **encourage intercultural and interfaith dialogue** was organised by four Projects, attracting 2,939 participants to 39 events nationwide, over 40% from the target groups and the rest split between Irish and other non-Irish. One-off events included a Winter Concert, an anti-racism photo exhibition, and celebrations of Africa Day, World Refugees Day and International Women's Day; and ongoing activities included film clubs, cookery demonstrations and Women's Groups.

Other outputs work more widely with **service providers** among the statutory sector (seven Projects) and community voluntary organisations (eight Projects).

Capacity building in service coordination, in delivery and in interacting with the target groups, included activities such as :

- One-to-one meetings with statutory sector workers – Gardaí, social workers, doctors, community welfare staff and others - with participation of people from target groups;
- Formal training courses for public employees of various kinds;
- Workshops;
- Creation of fora to facilitate interaction and consultation;
- Seeking participation in Project Committees and structures.

The target group was often involved, as contributors and participants. Of the 1,270 people participating in 410 capacity building activities (mostly one-to-one meetings) for both statutory and community voluntary sectors, the majority, over three-quarters were Irish employees who were the target of the work. The balance was made up of asylum seekers and refugees.

Outcomes

A couple of questions are pertinent.

First, and most obviously, what kinds of results – concrete outcomes – are emerging in terms of improving the circumstances of asylum seeking and refugees and the quality and impact of the services available to them.

However, a complete response to this crucial question will emerge only with detailed analysis of the qualitative and quantitative data emerging from Projects and stakeholders. This in turn can best be done on the basis of accumulated evidence so far, combined with the final Project-level evaluations, which are produced independently by each Project and will involve the gathering of internal and external evidence.

This will comprise a core component of the Final Evaluation Report, and it is not addressed in this Report.

At this point, however, and with a focus on the Programme as a whole, another set of questions can be addressed:

1. On which issues and problems have Projects devoted most of their energy and effort, and what outcomes are they striving to achieve there?
2. How effective overall do Projects feel they have been in influencing the problems and issues they are addressing?
3. Which of their actions and outputs do they feel are contributing most to these outcomes?

Outcomes can loosely be divided into two types: Those relating to reception of asylum seekers and integration of refugees *with the communities in which they live*, and those that lead to *improved access to services and service delivery*.²

In addressing the **first question** above, it was found that the Programme overall struck an even balance between the two types of outcomes, in terms the focus and resources devoted to each. For instance, the single strongest focus of Project efforts, on the whole, was to enable asylum seekers and refugees to enhance their life-skills and personal development, which would be critical to integrating within and relating to their communities. But the second strongest focus of Project efforts was on improving the capacity of statutory and community voluntary sector to interact effectively and appropriately with asylum seekers and refugees.

Also given significant focus were:

- Bringing about better collaboration among and between statutory and community bodies involved in delivering services.
- Enhancing the capacity of asylum seekers and refugees to identify and access the services they are entitled to; and
- Improving their capacity to seek and obtain training, education and employment.

There was also considerable effort devoted to mainstreaming and replication of Project activities and good practice.

Much lower down the list of priorities for resources came improving redress regarding racism and other forms of discrimination, enhancing interculturalism among the public and other groups, and addressing wider policy and institutional practice issues.

The **second question** looks at which outcome areas, relating to which problems, do Projects feel they have *managed to influence most*.

2 Among these services, access to employment opportunities is relevant for refugees only since asylum seekers are not permitted to work while their application for asylum is being considered.

Perhaps not surprisingly, their answers mirror quite closely the areas they devoted most attention and resources to i.e. the greater the focus and effort devoted to an issue, the more influence Project's believe they achieved. But the question put to Projects in the survey was quite nuanced. It asked Projects to assess, taking into account *the gravity of the problem faced* in each outcome area, the *extent of their influence on it* i.e. the extent to which their Project succeeded in solving the problem as a whole.

What Projects are reporting, therefore, is that, overall, the resources they devoted to each outcome area is somewhat *commensurate with the scale of the problem they were attempting to address*; and presumably also that those resources were, as a whole, used efficiently and effectively.

If this is backed up by the evidence later on, it will be a significant finding, as it suggests that the ERF Programme funding achieved a significant impact on the issues that Projects as a whole had identified and were addressing.

One outcome in which the focus and efforts of Project did *not* achieve a commensurate level of influence suggests that Projects are interpreting the question correctly. The very significant effort devoted to mainstreaming and replication of their activities (it comes in third highest) resulted, in Projects' own opinion, in a relatively low level of influence (it comes in at seventh). This makes intuitive sense since it is to be expected that the effort of Projects to mainstream their activities will yield results only towards the end of their Projects.

Having said this, a significant amount of additional evidence is required to adequately interpret these results.

The **third question** relates to which Project outputs were considered by them to have contributed most to the outcomes achieved. Two approaches are taken to answering this.

The first looks at which outputs Projects believe contributed to the ERF Programme outcomes as a whole, *not taking into consideration how many Projects actually produced those outputs or the resources devoted to them*. (This is the Programme level of influence) Using this measure, the expectation might be that those activities undertaken by the greatest number of Projects will be seen to have the greatest influence on outcomes. And this indeed is the case: There is strong correlation between the number of Projects implementing a given activity (or producing a given output) and the extent of that output's influence, according to Projects, on the Programme.

The other way of measuring takes into the equation *the number of Projects that actually implemented a given output*, and thus offers a view of what Project's believe to be the *individual influence of each output*. Here the results look quite different, and suggest that different outputs can have a very different level of influence on outcomes.

Considering the Programme level of influence (as defined above), there was a noticeable difference between the influence of outputs that are *directly delivered* to asylum seekers and refugees, such as training and drop-in centres, and those that target the *intermediary and other groups*, such as service providers and the public in general. The former, directly targeted, outputs have the highest Programme level influence; but when allowance is made for the number of projects and amount of effort devoted to outputs, the reverse is true i.e. individually, building the capacity of community voluntary sector and statutory organisations come out as having the most influence.

Nevertheless, further speculation at this point on why this should be so, and what exactly it means, is best left until the final body of evidence is available from Project-level evaluations, and will be assessed at the conclusion of the Programme.

SECTION 1: BACKGROUND AND METHODOLOGY

1.1 Background

The European Refugee Fund (ERF) is one of four funds (along with the European Integration Fund) that form the general programme '*Solidarity and Management of Migration Flows*' for the period 2007-2013. This general programme is administered by the Directorate General for Home Affairs within the European Commission.

The ERF supports Member States in receiving asylum seekers and refugees. Asylum seekers are eligible for reception supports. Persons whose stay in the State is of a lasting and stable nature i.e. refugees, persons enjoying subsidiary protection and resettled persons, and members of their families, are eligible for reception and integration supports.

Reception supports are focused on activities that meet the basic social, medical and information needs of the target group, with an added focus on meeting the needs of specific 'vulnerable groups' from within the target group such as minors, unaccompanied minors, victims of rape or other forms of psychological, physical or sexual violence.

Integration supports are more focused on activities that promote durable and sustainable participation in the social, economic and cultural life of Member States.

In Ireland, the Responsible Authority (RA) for the ERF (and EIF) is the Office for the Promotion of Migrant Integration (OPMI). Responsibility for overseeing the implementation of both Funds has been delegated to Pobal since 2007.

In November 2010, Pobal contracted NEXUS Research Co-operative to design a monitoring and evaluation framework for the European Integration Fund (EIF) and European Refugee Fund (ERF) in Ireland. The need for a new framework arose out of a review of existing monitoring and evaluation arrangements that identified a number of weaknesses that needed to be addressed. These included:

- The inadequacy of indicators set at the ERF/EIF programme level;
- The variety of approaches to monitoring and evaluation adopted at an individual project level;
- The lack of an agreed integrated monitoring and evaluation framework specific to Ireland that provided coherence between individual project evaluation and programme-wide evaluation, and which is aligned with EU monitoring and evaluation requirements.
- The potential for a disjuncture between current monitoring arrangements and future evaluation requirements at EU level

Following a consultation process with a range of stakeholders, including direct engagement with funded ERF/EIF groups, a new Framework was finalised in March 2011³.

The new monitoring and evaluation Framework has three inter-related levels as follows:

- Final Programme evaluation reports which will be contracted by the Office for the Promotion of Migrant Integration (OPMI) to an independent evaluator(s).

3 Monitoring and Evaluation Framework for the *European Refugee Fund* and *European Integration Fund*. Final Report March 1st 2011. NEXUS Research.

- Programme-level evaluation which will include a focus on both thematic evaluation and programme level outputs and outcomes; and
- Project-level monitoring and evaluation with a focus on monitoring of progress, process evaluation, project-level thematic learning and project-level outputs and outcomes evaluation.

The new Framework addresses the weaknesses outlined above by providing the ERF with appropriate output and outcome indicators, ensuring coherence and consistency between Project level and Programme level evaluation, and ensuring complementarity with European Commission (EC) requirements.

The Framework has since been implemented by the 23 groups funded under the ERF and EIF.

A central component of the Framework is the Programme-level evaluation which aggregates the results from individual Projects, and adds value specifically at the Programme level. The Programme-level evaluation is focused on two key elements, the Programme-level outputs and outcomes evaluation and the thematic evaluation.

The *Programme-level Output and Outcome Evaluation* will draw together results from the Project level. Groups complete an online evaluation survey by providing details of their Project's outputs and outcomes as of the 30th June each year, and at the Project end date. The online survey is completed by Project staff, with the support of their respective External Evaluators where necessary. The completion of the online evaluation survey by each Project will enable outputs and outcomes to be aggregated at the Programme level.

This report captures the results and analysis of the second ERF output and outcomes survey which was completed by groups during July 2012, and covers the period from July 1st 2010 to June 30th 2012.

As surveys are completed annually, a picture will gradually emerge covering the Programme outputs, its outcomes, and most importantly, the links between these outputs and the outcomes supported by all the evidence produced by Projects and the evaluators.

At the level of both outputs and outcomes, the picture built up is cumulative i.e. the survey captures the outputs and outcomes from the start of the funded period i.e. July 1st 2010. Each annual Report looks back to the start of the Project and record the total outputs and the ripples of influence extending outwards over time.

The *Final Programme Evaluation Report* will present the results of the entire process.

1.2 Methodology

Groups funded under the ERF have a wide range of objectives and working methods. As work on the Framework began after the last round of approved ERF Projects had been designed, a key challenge for the Framework was to somehow render the disparate set of Project objectives, outputs and outcomes into a coherent and comparable set of Programme-level outputs and outcomes.

Key goals for the Framework were to:

- Ensure coherence between Project goals, national Programme goals and EU level goals;
- Maintain a focus on *actual outcomes* at Project and Programme level, while establishing a *causal link* between these, and the concrete actions and outputs undertaken by projects;
- Facilitate reporting to the European Commission by the OPMI.

At the same time, it was important to minimise any additional burden on funded groups in terms of their participation in Programme-level evaluation activities, and to take into account the limited staff time and budget that could be allocated for evaluation purposes.

The Framework proposed a solution with a number of characteristics.

1. The Programme evaluation would comprise two components:
 - A thematic component, grouping projects together to explore and extract policy and practice learning;
 - An aggregated component where the results of each Project would be combined in the context of a jointly-agreed, common and comparable set of programme outputs and outcomes.
2. The overall Framework would be based loosely on the Theory of Change⁴ and Logic Model, which explicitly trace the linkages between objectives, actions, outputs and outcomes. It also facilitates a link to be established between Project and Programme level activities, from the level of Project objectives through to EU reporting requirements.
3. The process should combine the experience and knowledge of those working in the Projects, staff and volunteers, with independent empirical research.
4. For ease of reporting and analysis, it was decided to use an online tool for the aggregated component into which Projects could input their individual data. Originally it was hoped to develop a custom-built tool, that could also display and explore results, but budgetary constraints meant that a commercial online survey tool, Survey Monkey, was used.
5. The Framework covers both the ERF and the EIF Programme, but would be implemented separately in each, with separate reports following. There was some scope for greater collaboration between ERF and EIF Projects in the thematic component of the Programme-level evaluation.

One of the first steps taken to support the implementation of the ERF Evaluation Framework was the preparation of a detailed set of Guidelines⁵ to enable Projects both to fully understand the principles and practice of the Programme-level evaluation and to participate effectively in the process. The Guidelines cover both the thematic component and the outputs and outcomes component.

The following are the main features of the outputs and outcomes evaluation.

1. Each Project individually completes an *Outputs and Outcomes Survey* online covering each year the period from July 1st 2010 until June 30th in the year in which it is undertaken. The final report will cover the period from July 1st 2010 to October 31st 2013.
2. Drawing on a list of outputs agreed in consultation with the Projects (as part of the Framework), each Project select those outputs that are relevant to itself, and reports in some detail on what they produced during the year.
3. Drawing similarly on a list of agreed outcomes, each Project reports for each relevant outcome: the focus it represented for the Project during the period in terms of effort and resources; the extent to which the Project believes it has influenced that outcome since the

4 See www.theoryofchange.org and <http://www.wkkf.org/knowledge-center/resources/2010/Logic-Model-Development-Guide.aspx> for more on these.

5 Programme Level Evaluation for the European Integration Fund and European Refugee Fund: Guidelines for Projects. June 2011.

beginning of its work; the extent to which each output earlier identified contributed to this outcome; and the evidence available to sustain these conclusions.

4. Each also completes a section to document what they have learned, and how they might improve their effectiveness.

In addition, each Project has engaged its own evaluator, whose terms of reference include assisting with the completion of the Programme level evaluation, in particular around gathering evidence for the outcomes claimed.

Each year, the Output and Outcome Report comprises the documentation and analysis of these completed surveys. As noted above, the first Report covered the period from July 2010 to June 2011. The current report covers a two year period from July 2010 to June 2012. Being cumulative, each report looks back to the start of the project, recording the ripples of influence extending outwards over time. A picture thus emerges that gradually explores the Programme outputs, its outcomes, and most importantly, the links between these outputs and the outcomes supported by all the evidence produced by Projects and the evaluators.

The Final Programme Evaluation Report will present the results of the entire process.

1.3 Structure of the Report

This introductory section is intended to set the scene for the results of the Outputs and Outcomes evaluation so far. **Section 1.4** below completes the introduction with an overview of the resources used by Projects in producing the outputs in terms of grant allocations, and the number of staff and volunteers active.

This is followed in **Section 2** by an analysis of outputs so far. After reviewing in Section 2.1 the number of projects active in each output area, Section 2.2 undertakes a detailed aggregate analysis of each output primarily in quantitative terms and, data permitting, including some qualitative analysis; and these are summarised in Section 2.3.

Section 3 covers Outcomes. This uses various means to present the outcomes and their relationship to outputs. It offers an overview of which outcomes Projects devoted most of their resources and efforts to; and of the relative extent which they believe they influenced those outcomes; and concludes with a set of aggregate figures concerning the different contributions that Projects believe outputs made to outcomes.

1.4 Project Resources

Following a national call for applications in 2009/2010, 10 organisations were awarded funding under the ERF under the current round of funded available. A total of €1,661,396 was awarded in grant aid to these groups, with a further €997,617 in co-funding provided from a range of public and private sources. Grant allocations under the ERF range from €60,000 to €245,000. Projects are funded on a multiannual basis, initially from the 2009 ERF Annual Programme (AP) with funding also to be provided from the 2010, 2011 and 2012 APs in some instances.

Funded groups commenced their ERF projects on three different dates in 2010: 1st July, 1st September and 1st November. Projects vary in duration from 18 months to 3 years. Funded groups come from across the state and include a mix of national and locally based community sector and non-governmental organisations (seven), partnership companies (two) and a statutory agency (one).

The following is the list of groups funded:

- BeLonG To Youth Services
- St. Catherine's Community Services Carlow
- City of Dublin VEC, Refugee Access Programme
- Doras Luimní
- Dublin Rape Crisis Centre
- Galway Refugee Support Group
- KASI Ltd. - Killarney Asylum Seekers Initiative
- Longford Community Resources
- Mayo Intercultural Action
- Westmeath Community Development Ltd

Longford Community Resources ended prematurely in September 2011 due to the closure of the Direct Provision Centre in Longford town, the residents of which were among those being served by the Project. However, the Project had undertaken a considerable amount of work by then. The Galway Refugee Support Group completed its funded work in May 2012.

Projects funded under the ERF vary in their focus, covering a range of themes and approaches including information provision, education programmes, community development initiatives, direct service provision, capacity building for service providers and local integration initiatives. Many projects combine a mix of approaches in their efforts to promote more effective reception and integration strategies for the target groups.

Funded groups employ both project development and financial administration staff. A total of 12.5 Full-Time Equivalent (FTE) staff posts are supported under the ERF. In addition, many projects are supported by volunteers. In the 24 month period to 30th June 2012, a total of 228 volunteers worked the equivalent of 719 days supporting the implementation of ERF projects.

SECTION 2: OUTPUTS

Among the ten Projects funding during part or all of the two year period to June 30th 2012, some were funded previously under the ERF while others were new to the Fund. Specifically:

- Four of the projects were building on work under earlier ERF/EIF grants (*Doras Luimní, Longford Community Resources, Killarney Asylum Seekers Initiative* and *St. Catherine's*) and had an official project start date of 1st July 2010;
- All other Projects had later start dates, in September 2010 (*City of Dublin VEC* and *Mayo Intercultural Action*) or November 2010 (*BeLonG To, Dublin Rape Crisis Centre, Galway Refugee Support Group* and *Westmeath Community Development*).

As noted, the *Longford Community Resources* Project completed early, in September 2011, due to the closure of the Direct Provision Centre in Longford town, the residents of which they were serving. However, they had by then undertaken a considerable amount of work. The *Galway Refugee Support Group* completed work in May 2012.

Sixteen categories of outputs are identified in the Evaluation Framework, presented below. This is followed by consideration of each output area in turn. Annex 1 contains a complete list of outputs.

2.1 Output Profile among Projects

Below the number of Projects engaged in producing of each type of output during the period is shown. The table below represents the number of Projects engaging in each activity.

Table 1: Outputs by Projects

Outputs (Numbered as in Annex 1)	Number of Projects producing this Output
15. Promoting mainstreaming and developing policy	9
14. Building capacity of community/voluntary sector	8
12. Building capacity of the statutory sector	7
16. Supporting other marginalised groups	6
7. Providing targeted support to young people from target group	6
5. Delivering non-language related education & training	6
4. Building capacity in English language	5
6. Providing mentoring supports	5
1. Providing information & advice through a 'drop-in' service	5
2. Providing information & advice through outreach services	4
10. Supporting intercultural/interfaith dialogue	4
8. Providing advocacy & legal support for individuals	4
3. Delivering themed information supports	3
9. Providing trauma & other counselling supports (ERF only)	3
11. Supporting actions to directly combat racism	2
13. Building capacity of the business sector	0

Given that Projects are now fully up and running, and in two cases completed, it comes as no surprise that promoting mainstreaming and influencing policy (output 15) is an activity engaged in by all but one Project. Apart from this, building the capacity of the community voluntary sector (output 14) and of the statutory sector (output 12) are the next most common types of output.

A range of direct educational and targeted supports to refugees and asylum seekers, including young people (outputs 4,5,6 and 7), are also supported by about half the Projects; while more general services including ‘drop-in’ centres, outreach services and ‘themed’ information events are offered overall by somewhat fewer.

Specialised areas of advocacy and legal support (output 9), trauma and other counselling (output 8) and actions to directly combat racism (output 11) are engaged in by fewer again.

Four projects supported intercultural or interfaith dialogue (output 4). None at all engaged in building the capacity of the business sector (output 13), so it has been excluded from further analysis. Finally, of note is that six Projects felt their activities had directly or indirectly also benefited marginalised groups other than asylum seekers and refugees (output 16).

2.2 Presentation of Output Data

These outputs can broadly be grouped into two categories: those that involve *working directly with the asylum seekers and refugees*, and those that relate to *service providers and the wider environment* including the public in general. It is possible in some instances to group several outputs similar in nature to yield the following headings:

Categories of Outputs that relate directly to Target Groups

- Providing information and advice to the target groups
- Building capacity of the target groups
- Providing advocacy and legal support
- Providing trauma and other counselling
- Targeting support at young people

Categories of Outputs that relate to service providers and the wider environment

- Supporting intercultural or interfaith dialogue
- Supporting actions that directly combat racism or xenophobia
- Building the capacity of statutory, business and community/voluntary sectors to address the needs of the target group
- Promoting mainstreaming of project activities and policy development
- Providing support to other marginalised groups, beyond the primary target

All data used below cover the period from July 1st 2010 to June 30th 2012, and are taken from the annual ERF Survey, as well as the final surveys of the two Projects already having completed their work.

2.2.1 INFORMATION AND ADVICE SERVICES

Information and advice is provided to refugees and asylum seekers in a number of contexts and forms, primarily in drop-in centres, but also as outreach services and in the context of workshops or seminars.

Drop-in centres as a means to provide information and advice (output 1) have been the most active in terms of the volume of refugees and asylums seekers seen during the period. Half of the ten ERF Projects provided a drop-in service. Table 2 breaks down unique individual visitors by gender and target group type.

Table 2: Drop-in Centre visitors by gender and Target Group: July 2010 – June 2012

	Asylum Seekers	Refugees	Total
Male	848	660	1,508
Female	371	336	707
Total	1,219	996	2,215

Male visitors outnumber females by over two to one. The **total number of visits by asylum seekers was 11,070, and by refugees was 3,939⁶**, giving a total of just over 15,000. By far the majority of visits by asylum seekers were to KASI, which accounted for 47% of visitors and 88% of visits.

The average number of visits by each asylum seeker, at about nine, was over double that of each refugee. About one in nine visits, on average, resulted in a referral, by letter, email or phone call, to another service.

These averages hide significant differences in the nature of the service provided by projects. For instance, the *St. Catherine's Community Services* focused primarily on a small, fixed number of people, and received 65 visitors during the period, but each visited an average of almost 40 times. *Doras Luimní*, on the other hand, saw a total of 1,505 different people, each visiting on average less than twice.

Referrals also vary a lot, from one referral for every three visits to *Doras Luimní*, to about one referral for every 18 visits for the *St. Catherine's Community Services*.

The issues and needs raised by visitors were varied, none dominating overall. Information provided most commonly related to:⁷ *direct provision (living conditions/ management)*, and *asylum application and/or appeals process*; followed closely by *social welfare, education, mental health, medical and accommodation (excluding direct provision)*. *Family reunification, workplace and work permits and domestic violence* also featured.

Although precise figures on the nationalities of those visiting are not available⁸, the largest groups appear to be from Pakistan and Nigeria, followed by Somalis and Afghans. Fourteen other nationalities featured among the top five nationalities named by groups.

The delivery of information and advice through outreach services (output 2) was less common, with four ERF Projects taking this approach, working almost exclusively with asylum seekers.

Table 3: Information & Advice through Outreach services by gender and Target Group: July 2010 – June 2012

	Asylum Seekers	Refugees	Total
Male	592	7	599
Female	242	2	244
Total	834	9	843

In all **649 outreach visits, to individuals, families or small groups**, were undertaken. Requests for information were varied and spanned access to welfare, educational and training opportunities, accommodation, health entitlements and immigration status. One Project noted that regular phone calls, some on a weekly basis, could provide emotional support to the more vulnerable asylum seekers.

A total of 18 **workshops or clinics** (output 3) were delivered by three Projects, 12 of them by *St. Catherine's Community Services*. In all, 368 people attended, with 277 of these accounted for by the five Workshops run by *Doras Luimní*. The most common topic was citizenship, but a range of others were covered, including housing, domestic violence, immigration status, mental health and education.

6 Data given in bold are usually totals taken from the survey, but not included in the table.

7 When italics are used, they refer to categories that are named as closed options in the Survey.

8 Projects were asked to name the top five nationalities who visited drop-in centres.

Resources generated for these by Projects included a series of posters on practical issues produced by *Doras Luimní* and a Service Directory by *St. Catherine's Community Services*.

2.2.2 BUILDING CAPACITY AND TRAINING/EDUCATION OF INDIVIDUALS

A large number of ERF Projects engaged in building the capacity of the asylum seekers and refugees. Five provided various levels of English language training; six provided non-language related capacity building and education/training; and five provided mentoring support. Some Projects were active across all 3 areas.

Table 4: Target Groups enrolled in English language training: July 2010 – June 2012

	Asylum Seekers	Refugees	Total
Male	333	31	364
Female	88	40	128
Total	421	71	492

A total of 492 asylum seekers and refugees enrolled for **English language training** (output 4), **completing between them 529 courses at different levels, some completing more than one.** Participants were mostly asylum seekers and, overall, mostly male, though among the smaller number of refugees, women outnumbered men.

In terms of completing training at different levels, the largest number of asylum seekers took *beginners level* (41%) certificates, followed by *intermediate level* (27%). Two completed *advanced level* and two were awarded FETAC awards. Over half the refugees, on the other hand, completed intermediate level English languages courses.

At least 13 nationalities were given training, with Afghanis, Sudanese, Bhutanese and Pakistanis being among the most common.⁹

The numbers varied enormously between some with a strong focus on English language training and dealing with a large catchment group, and others targeting a small group or offering English language training as a marginal activity. *KASI* dominated the figures, accounting for over 336 of all enrolments; while at the other end of the scale *Longford Community Resources* provided training to just three individuals, bringing each of them through several levels.

A wide variety of **non-language related education and training** (output 5) was provided, by six Projects. Table 5 shows the number of asylum seekers and refugees having enrolled in courses, and completing courses, both accredited and non-accredited.

Table 5: Asylum Seekers and Refugees enrolled in/ completing non-accredited training: July 2010 - June 2012

	Asylum Seekers enrolled in <i>non-accredited</i> training	Refugees enrolled in <i>non-accredited</i> training	Total	Asylum Seekers enrolled in <i>accredited</i> training	Refugees enrolled in <i>accredited</i> training	Total
Male	95	20	115	0	19	19
Female	120	64	184	15	46	61
Total	215	84	299	15	65	80
Total completing	154	209	263	10	56	66

⁹ Projects were asked to indicate the five most common nationalities, but not the precise number of each. Thus the average is not an average of total numbers, but those most commonly represented among the top five across Projects.

Many attended more than non-accredited training course. The most common courses were:

- Among asylum seekers completing non-accredited courses in four Projects: *Personal development/confidence building* (43), *Volunteering skills* (33) and *Parenting* (27);
- Among refugees taking non-accredited courses: The ‘other’ category was largest, comprising 65 courses run by *Carlow Rohingya Resettlement Programme* covering a range from growing organic vegetables, to enterprise development, to basic DIY; followed by *Personal development/confidence building* (32); *Parenting* (31); *Independent living skills* (24); and *IT skills* (22);
- Among refugees taking accredited courses: *Community Development* courses were delivered by three projects, accounting for 36 of completions, including *Community Work in a Changing Ireland* (FETAC Level 8 Special purpose), organised by *Mayo Intercultural Action* and awarded to 20 refugees; and *Community Work in a Changing Ireland (Level 7 Special Purposes)* completed by 15 refugees.

Mentoring support (output 6) was the third form of individual capacity building, delivered by five Projects. The total number being mentored came to 56, most with one to one mentoring given that **49 mentors** participated.

Table 6: Number and gender mentored: July 2010 - June 2012

	Asylum Seekers	Refugees	Total
Male	4	10	14
Female	2	40	42
Total	6	50	56

St. Catherine’s Community Services and *Mayo Intercultural Action* accounted for most of these, with 23 and 20 refugees respectively.

Longford Community Resources also had a mentoring initiative with five refugees receiving the support of two mentors.

2.2.3 TARGETED SUPPORT FOR YOUTH

Six Projects **targeted some of their services at young asylum seekers and refugees**, organising activities specifically designed for their participation (output 7).

Table 7: Asylum Seekers and Refugees participating in educational and non-educational youth activities: July 2010 - June 2012

	Asylum seekers in educational youth activities	Refugees in educational youth activities	Total	Asylum seekers in non-educational youth activities	Refugees in non-educational youth activities	Total
Male	73	26	99	156	39	195
Female	49	22	71	139	36	175
Total	122	48	170	295	75	370

Many of these activities brought together young people of different nationalities and ethnic backgrounds. A total of 417 asylum seekers participated in educational and non-educational youth activities while a total of 123 refugees participated in both forms of activity. In non-educational youth activities, **a total of 35 non-target group young people participated, 32 of them from outside the EU, and three from other EU countries.** In non-educational youth activities, a total of 50 others participated, **half of them third country nationals, 22 of Irish ethnic origin, and three from other EU countries.**

The range of educational activities for young people included after-school and homework support and tuition in specific school subjects; LGBT rights; and English language support.

Non-educational activities included sports, music and community arts, life-skills, English language, fashion design, summer/seasonal camps, emotional/psychological support and advocacy.

2.2.4 LEGAL AND ADVOCACY SUPPORTS

Table 8: Number receiving Advocacy and Legal supports: July 2010 – June 2012

	Asylum Seekers	Refugees	Total
Male	186	25	211
Female	74	38	112
Total	260	63	323

Four of the ten ERF groups provided **advocacy and legal support** (output 8) to a total of 323 refugees and asylum seekers, assisting target group members in areas such as social welfare, medical, and education entitlements, advocacy on asylum applications, and support for citizen applications and family reunifications.

KASI accounted for 209 of these, *Longford Community Resources* for 65, and *St. Catherine's Community Services* for 40. *BeLonG To Youth Services* supported a total of nine.

2.2.5 TRAUMA AND COUNSELLING

Three projects provided counselling, mainly to refugees but also to some asylum seekers, to assist in dealing with **trauma and other issues** (output 9).

Table 9: Number receiving trauma and counselling support: July 2010 – June 2012

	Asylum Seekers	Refugees	Total	Individual counselling sessions	Group counselling sessions	Total
Male	7	19	26	143	7	150
Female	1	51	52			
Total	8	70	78			

A total of 78 people received support, women outnumbering men by about two to one.

St. Catherine's Community Services delivered 143 individual counselling sessions to 36 people. They also delivered three group sessions, as did *Mayo Intercultural Action*. *Doras Luimní* delivered the other group session.

2.2.6 INTERCULTURAL AND INTERFAITH DIALOGUE

This is the first of the outputs that does not focus exclusively on the target group, but rather casts its net wider to include others such as members of the local community and other service providers.

Four Projects include among their outputs **encouraging and supporting intercultural and interfaith dialogue** (output 10). In all cases target groups participated alongside others.

The Table below gives an indication of the total numbers involved, from the target groups, Irish nationals and others.

**Table 10: Number of Intercultural One-off events, Ongoing actions and Participants:
July 2010 – June 2012**

	One Off Events	Ongoing Actions	Total
Number of events/actions	29	10	39
Number of target group participants	910	349	1,259
Number of Irish participants	1,095	96	1,191
Number of other participants	423	66	489
Total Participants	2,428	511	2,939

The nature of the ongoing and one-off activities varied greatly, and this is reflected in the participation levels at any given event, ranging from several hundred to a couple of dozen or less.

Among one-off events were:

- An Intercultural Winter Concert attended by 15 volunteers from the target group, with an audience of about 200; an Anti Racism Photo Exhibition by three target group members and eight other people, attracting an audience of 70; an Intercultural Family Fun Day which about 800 people attended, very diverse in make up – not recorded above; and a departure party for residents of Richmond Court attended by 45 from the target group and 25 others (Longford Community Resources).
- Events for Africa Day, World Refugee Day and International Women’s Day, attended by 573 people, including over 400 from the target group; Participation in St. Patrick's Day Parade; and six weekly Seminars in Tralee providing information to the public on the culture, language, industry, education, politics, economy, etc. of each respective speakers’ country of origin (KASI).
- A Social Barbeque attended by 20 people, including 12 refugees (Galway Refugee Support Group).

Ongoing activities included:

- “East Meets West” women’s group, with 20 women participating, eight from the Target group; a Film Club of ten target group members and one non-target group member (Longford Community Resources).
- Ongoing Story Telling, Cookery Demonstrations and activities in the Community garden (KASI).
- A Monthly Book Club, and Weekly Football match (Doras Luimní).

2.2.7 DIRECT ACTIONS TO COMBAT RACISM

Two Projects supported **direct actions to combat racism and discrimination** (output 11), each with two activities. The total number of people involved is shown in Table 11 below.

**Table 11: Participants in actions to directly combat racism:
July 2010 – June 2012**

	Asylum Seekers	Refugees	Irish	Other	Total
Total	3	11	49	35	98

Activities organised by the *St. Catherine's Community Services* were:

- An integration project that created a Teenage Boys Group to develop good relationships with local Irish boys where problems had developed;
- A Fashion Project for a Teenage Girls Group.

Activities organised by *Longford Community Resource* comprised:

- An Anti Racism Week event, during which a speaker from the target group described the experience of racism in her life in Ireland;
- Use of media to dispel myths and promote integration, in the *Longford Leader*, and through notes on their own Website.

2.2.8 BUILDING CAPACITY OF SERVICE PROVIDERS

Two types of service providers were targeted in order to improve their understanding of the target group and the manner in which they interact with them and deliver services: **Statutory Sector organisations** (output 12); and **Community Voluntary Sector organisations** (output 14).¹⁰ Both areas saw a lot of activities with seven Projects supporting the statutory sector and eight working with community voluntary sector organisations.

Table 12 indicates the number and types of activities taken in relation to each.

Table 12: Capacity Building Actions for Statutory and Community Voluntary Organisations: July 2010 – June 2012

	Courses	Seminars	Workshops	Ongoing support	Other	Total
Statutory sector	0	0	23	6	297	326
Community voluntary sector	8	6	21	3	46	84
Total	8	6	44	9	343	410

Participants numbered 1,270, and members of target groups contributed to many of the events.

Most of the large number of statutory sector activities can be accounted for by *St. Catherine's Community Services*. Of the 297 activities recorded as in the *other* category, 279 comprised a lengthy series of one-to-one meetings with those working in the statutory sector, from Gardaí to social workers, to doctors, and community welfare and housing staff. Project staff accompanied refugees, arranging the presence of interpreters, on these visits in part to facilitate the identification of needs and delivery of services; but also as a deliberate measure to support the statutory sector in building awareness of how to interact with these people and of how to cope with communication difficulties.

Table 13: Number of Participants in Capacity Building Actions for Service Providers: July 2010 – June 2012

	Irish People	Other	Target Group	Total
Statutory sector	572	74	127	773
Community voluntary sector	280	55	162	497
Total	852	129	289	1,270

In addition, Projects were asked in this context how many **groups they helped to establish in the community voluntary sector. The total**

¹⁰ The Survey also included the category of Capacity Building of Businesses (Outputs 13), but none of the ERF Projects have so far taken action in this area.

reported was seven. These included three set up by *Westmeath Community Development: Lissywollen Asylum Seeker Resident's Group*; *Westmeath Immigrants Network in Mullingar*; and *Athlone Women's Forum: African Connection*, a group working in Athlone residential areas to provide support and activities for African women.

A selection of other activities included the following:

- An Intercultural Interagency Forum was established bringing a large number of state and voluntary agencies together to build alliances enabling integration to happen at all levels. Training was provided by the Refugee Council of Ireland on deportations, subsidiary protection and other issues. Terms of reference were drawn up for the group with nine meetings taking place during the period. (Longford Community Resources)
- A series of six workshops, four taking place before 30 June, focused on programme development within the Refugee Access Programme (RAP). Youth workers and tutors participated in the workshops. Tutors and youth workers have selected a number of skills to focus on for the remaining six weeks of term. (City of Dublin VEC)
- Two representatives of the HSE sit on the *BeLonG To* Project Steering Committee along with experts from both statutory and voluntary agencies, and as a result have a better understanding of the gaps in services for the project target group. (BeLonG To)
- A four day in-depth training programme was provided to staff in key support roles with refugees and asylum seekers who have experienced sexual violence and other trauma. The focus of the training was to optimise the skills of counsellors, support workers and key workers in one-to-one and in-depth support roles with refugees and asylum seekers who have been traumatised. In turn, it is hoped that the training will reduce the impact of trauma and contribute to healing and eventual adaptation/integration. (Dublin Rape Crisis Centre)
- Training workshops were provided to the principals of local schools and to the Primary Health Care team on the culture and needs of the community; and a workshop was delivered to the *Moving On* programme of young mothers in St. Catherine's by two of the young mothers from the resettlement community. (St. Catherine's Community Services)
- A Mainstreaming Committee was formed for the *Different Together* project, made up of representatives of community/voluntary sector organisations and statutory bodies locally. Two meetings were held to date focusing on the formation of the committee, sharing project learning and gaining feedback. (Mayo Intercultural Action)
- Intercultural awareness training was delivered aimed at childcare providers using an Intercultural Pack. The objective was to increase cultural diversity understanding among child care providers in the Limerick city enabling them to relate better to children and parents from a diverse population. (Doras Luimní)

2.2.9 MAINSTREAMING AND POLICY DEVELOPMENT

All but one of the Projects have engaged in, or are engaging in, efforts to **mainstream their work, and/or to influence policy** at organisational or other levels (output 15).

Some do so as part of their normal activities, with many well advanced in terms of interacting with policy making and implementing organisations. A number have procedures and policies in place for mainstreaming their actions internally and, as appropriate, externally.

A total of six Projects have met with policy makers and senior institutional staff on policy issues; another three have written research reports, including needs assessments, intended later to feed into policy; and three have created policy-related Working Groups. Two more have made direct submissions to policy fora.

Examples of external and internal mainstreaming and policy influencing include the following:

- *Westmeath Community Development Ltd:*

External mainstreaming is taking place in the form of encouraging sporting and community and voluntary organisations to establish a presence on the Lissywollen Asylum Seeker accommodation centre likely to last beyond the life of the Project. This has been most notably successful in the case of Athlone Community Radio and the FAI.

Institutional mainstreaming includes the production of a Westmeath Integration Strategy, leading to the creation of a Migrant Inter-Agency Group, a sub-group of the Social Inclusion Measures group. The first meeting was scheduled for July 2012.

- *St. Catherine's Community Services*

Integration plans are being developed with each individual Rohingya teenager, facilitated by the Carlow Regional Youth Services (Partner Organisation) to support access and engagement of teenagers in mainstream sports/clubs/activities; an after school integration project with Graiguecullen focusing on Rohingya culture, music, art and sport.

The Project Steering Committee's mainstreaming strategy provides a framework for agencies' roles and responsibilities once the ERF funding ends, developed under five headings with actions relating to 1. language, education and employment; 2. mental and physical health; 3. family support and young people; 4. social welfare and housing; and 5. legal and citizenship.

- *City of Dublin VEC, Refugee Access Programme.*

An understanding has been reached that the City of Dublin VEC is likely to continue with Project activities after the end of the ERF funding and resources developed will be used, good practice will be mainstreamed, and lessons learnt will contribute to improving the access programme into the future.

Outside *CDVEC* it is envisaged that resources developed such as the English language materials will be used in other education settings. A 'mini replication' of the access programme was held in Portlaoise with the collaboration of Co. Laois VEC during June 2012.

- *BeLonG To Youth Services*

The 2011 *BeLonG To* Needs Analysis on the situation of LGBT asylum seekers and refugees in Ireland, while not a public document, has been disseminated to mainstream service providers including UNHCR and NGOs; and a presentation has been made to the Joint Oireachtas Committee on Justice, Equality and Defence.

Following training delivered by the Project Coordinator, the staff of Baleskin Reception Centre, Hatch Hall Direct Provision Centre, and the Resettlement Unit at OPMI are developing guidance for their staff on LGBT asylum seekers and refugees. This is improving the institutional policy and practice of these organisations in mainstreaming the target group.

A more complete account of all Project mainstreaming and policy influence activities will be presented in the final ERF Programme report.

2.2.10 SUPPORT FOR OTHER MARGINALISED GROUPS

Although all ERF groups specifically focus, directly or indirectly, their resources on refugees and asylum seekers, **other marginalised groups** (output 16) have availed of, or can benefit from, Project outputs. Six Projects feel that this has been the case.

The total number directly benefiting is estimated at 1,606, comprising EU Nationals (938, mainly migrants), third country nationals (657), and 11 others. Specific groups and nationalities that have availed of services include Roma, Lithuanians, Latvians, Poles and Slovaks; as well as people from a range of Asian and African countries.

Irish people, and others from non-targets groups, taking part in intensive intercultural activities, in volunteering and other activities, are also believed to have benefitted from their participation.

The point is further made that training and capacity building received by service providers in the community voluntary sector and in statutory agencies will benefit many more groups who receive these services, in areas for instance such as working with children impacted by trauma, women experiencing sexual violence, as well as in delivering services to minorities and generally marginalised groups.

2.3 Key Points and Aggregate Figures

2.3.1 WHAT KINDS OF OUTPUTS ARE PRODUCED MAINLY?

Efforts to mainstream their activities and to influence policy have been pursued by almost every Project, which is hardly surprising at this point in the ERF Programme.

Almost every Project also engaged in some form of education and capacity-building activity, many of them pursuing several such activities. Their immediate targets were very often the community voluntary sector and the statutory sector, to enable them to engage more positively and deliver services more effectively.

Among such supports delivered directly to asylum seekers and refugees, non-accredited English language and non-language training was the most common, but instances of delivering accredited training have risen. Half the Projects also provided one-to-one mentoring supports.

Next most common was the provision of a range of information, advice and referral services, such as 'drop-in' centres, outreach services and themed information events. Activities to encourage intercultural or interfaith interaction, dialogue and understanding featured among four of the ten Projects. A number of Projects provide advocacy and legal support, provide trauma and counselling support, and actions to directly combat racism.

Just over half also believe their activities offer benefits, directly or indirectly, to other marginalised groups, beyond the asylum seekers and refugees.

2.3.2 HOW MANY OUTPUTS HAVE BEEN PRODUCED?

Table 14 below gives an idea of the overall numbers involved in outputs that were delivered directly to the target group, mostly in one-to-one or individually tailored sessions.

Table 14: Summary Target Group numbers in 10 Outputs: June 2010 – July 2012

	Asylum Seekers	Refugees	Total	Total Other
Drop in Centre	Unique Visitors			Visits
Male	848	660	1,508	15,009
Female	371	336	707	
Total	1,219	996	2,215	
Outreach Service info.	Unique people met through outreach services			Visits
Male	592	7	599	649
Female	242	2	244	
Total	834	9	843	
English Language training courses	People taking courses			Total courses completed
Male	333	31	364	529
Female	88	40	128	
Total	421	71	492	
Non-Language training	Enrolled in non-accredited courses	Enrolled in non-accredited courses	People enrolled in courses	Total courses completed
Male	95	20	115	263
Female	120	64	184	
Total	215	84	299	
Non-Language training	Enrolled in - accredited courses	Enrolled in accredited courses	People enrolled in courses	Total courses completed
Male	0	19	19	66
Female	15	46	61	
Total	15	65	80	
Mentoring Supports	Number receiving mentoring support			Total mentors
Male	4	10	14	49
Female	2	40	42	
Total	6	50	56	
Targeted youth support	Number of young people receiving supports			
Male	229	65	294	
Female	188	58	246	
Total	417	123	540	
Advocacy/legal support	Numbers receiving these supports			
Male	186	25	211	
Female	74	38	112	
Total	260	63	323	
Trauma and other Counselling	Numbers receiving counselling			Counselling sessions
Male	7	19	26	150
Female	1	51	52	
Total	8	70	78	
Anti Racism actions	3	11	14	
GRAND TOTAL	3,398	1,542	4,940	

In addition, a total of 18 themed workshops or clinics were delivered to 369 people, most of them refugees (though no gender breakdown is available.)

The grand total above – over 5,300 refugees and asylum seekers receiving these services – is impressive, but must be treated with a degree of caution as there is most likely some duplication involved i.e. some individuals will have been in receipt of more than one service. The gender breakdown is over two to one in favour of males.

Table 15 also shows that further Target Group members were involved in group activities, numbering over 1,250.

Table 15: Intercultural Dialogue: July 2010 – June 2012

	One Off Events	Ongoing Actions	Total
Number of events/actions	29	10	39
Number of Target Group participants	910	349	1,259
Number Non Target group participants	1,518	162	1,680
Total	2,428	511	2,939

Finally, there were also actions to build the capacity of service providers, both in the statutory sector and among community and voluntary organisations.

Table 16: Capacity Building Actions for Statutory and Community/Voluntary Organisations: July 2010 – June 2012

	Courses	Seminars	Workshops	Ongoing support	Other	Total
Statutory sector	0	0	23	6	297	326
Community voluntary sector	8	6	21	3	46	84
Total	8	6	44	9	343	410

These involved primarily Irish people, but many benefited from the participation of 289 people from the target groups who acted as resource and reference persons during these activities.

Table 17: Number of Participants in Capacity Building Actions for Service Providers: July 2010 – June 2012

	Irish People	Other	Target Group	Total
Statutory sector	572	74	127	773
Community voluntary sector	280	55	162	497
Total	852	129	289	1,270

SECTION 3: OUTCOMES

The above enumerates and describes the outputs of the ERF Programme in the two years to June 30th 2012. The key question, however, is: What benefits accrue for asylum seekers and refugees, immediately and in the medium term i.e. what are the *practical outcomes* of all these Project activities and outputs?

However, while affirming this, a comprehensive evaluation of outcomes will not be undertaken here. Many Projects have gone to considerable lengths to provide evidence of their outcomes, as well as lessons learned, in the surveys returned and as accompanying documentation. These range from ongoing or completed external evaluations, to results of reflections undertaken internally within Projects. They comprise extremely valuable sources of evidence of Project achievements and learning. The in-depth analysis they merit will, for a couple of reasons, be undertaken only for final Programme evaluation. First, it will be best to complete the analysis in the light of the entire body of evidence produced over the duration of the Programme as a whole, including the Final Evaluation Reports of Projects.

Second, much if not most of this material is qualitative and will demand intensive work. Duplication is best avoided by undertaking this analysis at the Programme's completion. Thus the actual outcomes for asylum seekers and refugees of the ERF Programme will comprise a key part of the Final Evaluation Report.

3.1 Overall Focus and Influence

Different Projects aim for different outcomes, some that benefit asylum seekers and refugees directly; others that focus on their service providers and on the wider environment. Projects also prioritise their various outcomes, devoting a different level of resource to each, and this may vary at different stages of a Project's lifecycle.

Twelve possible outcomes were agreed among Projects, determined during the consultation process for the Evaluation Framework, and are presented below. (Consideration will also be given to *unanticipated* outcomes in the Final Evaluation Report.) Many of these can directly benefit asylum seekers and refugees, such as improved capacities and skills to engage in social, employment and educational activities; while the impact of others is most immediately on organisations that provide services to, or interact with, asylum seekers and refugees and on the wider community, with anticipated knock-on beneficial outcomes for asylum seekers and refugees. A few are also a combination of both: the benefits arise through Projects' direct engagement with interactive processes between asylum seekers and refugees and others in the wider environment. The twelve outcomes are as follows:

Outcomes for Target Groups

1. Enhanced life-skills and personal development of Target Groups.
2. Enhanced day-to-day interaction with the local community by the Target Group, and enhanced inter-cultural dialogue, understanding and respect.
3. Higher level of participation in social and recreational groups and associated activities by the Target Group
4. Enhanced capacity of target group to engage in collective action and to become actively engaged in civil society organisations
5. Enhanced capacity of Target Groups to identify, seek and obtain training, education and employment opportunities.
6. Enhanced access to statutory, social and community services for Target Groups, including enhanced capacity and empowerment of Target Groups to access such services

7. Improved redress for Target Groups in relation to racism, xenophobia and other forms of discrimination.
8. Improved skills and capacities of statutory bodies and community and voluntary organisations in their interaction with Target Groups.
9. Improved collaboration between statutory bodies and community/voluntary organisations engaged in inter-cultural and integration activities, leading to better and more efficient service provision.
10. Greater embedding of inter-culturalism among social and other groups and the public more generally.
11. Mainstreaming or replication of programme good practice, within Project and partners or outside.
12. Changes in policy or practices among organisations or companies with which Target Groups relate, based on learning from the Project and from which the Target Group can gain benefits.

Projects relate to these outcomes in different ways, several of which are explored below.

3.2 Which Outcomes did Projects focus most on?

Each Project was asked to choose whether an outcome was, in terms of effort and resources, the “greatest focus of its efforts”, in five gradations down to “this was not at all a focus”.¹¹

Table 18: Number of Projects for which each Outcome was relevant, July 2010–June 2012

Outcomes	A Project focus
1. Enhanced life-skills & personal development	8
8. Better interaction skills of statutory & community bodies	8
6. Enhanced access/capacity to access services	7
3. More participation in social, recreational etc. activities	7
9. Better collaboration among statutory/community bodies	7
11. Mainstreaming /replication of programme good practice	7
2. Better day-to-day interaction/dialogue with community	6
5. Enhanced ability to seek/obtain training, education & employment	5
4. Enhanced capacity to engage in collective action	4
12. Improvements in policy, or institutional practices, from Projects’ learning & lessons	3
10. Inter-culturalism enhanced among groups and public	3
7. Improved redress regarding racism & discrimination	2

This enabled an analysis of several factors.

The first is of **which outcomes Projects seek to influence to any degree** and hence which outcomes they regard as relevant to evaluating their success.

Table 18 shows, for each possible outcome, the number of projects that considered it *relevant* (i.e. selected any option *except* “this was not at all a focus of our efforts”).

It shows that improving redress regarding racism and other forms of discrimination was relevant to just two Projects (outcome 7); while only eight Projects sought to enhance life-skills and personal development of asylum seekers and refugees (outcome 1), or to improve the ability of statutory and community bodies to interact with asylum seekers and refugees (outcome 8).

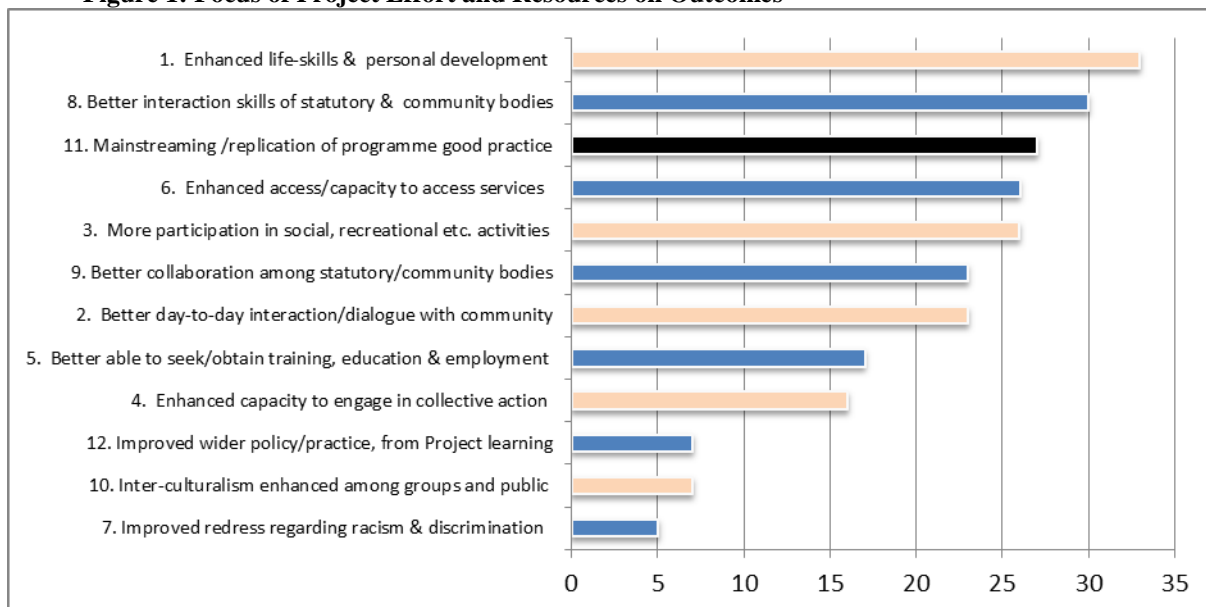
A more refined way to measure the importance of each outcome to Projects is to assign a different

11 The full list of options and their weighting was: “This Outcome was the greatest focus of our efforts” (5); “This Outcome was a significant focus of our efforts” (4); “This Outcome was one focus but others were more important” (3) “This was a very minor focus of our efforts” (2); “This was not at all a focus of our project” (0). The theoretical maximum score, where every project scored an outcome at 5, is 65.

weight to each of the responses. Thus if a Project responded, for example: “this outcome was the greatest focus of our Project”, it is given more weight than if it responded “this outcome was one focus, but others were more important”. (See previous footnote for weighting.)

The results of this are shown in Figure 1 below.

Figure 1: Focus of Project Effort and Resources on Outcomes



The bar colours differentiate between types of outcomes.

- The lightest colour (outcomes 1 - 4 and 10) is applied to outcomes that can lead primarily to enhanced interaction between asylum seekers and refugees and the communities in which they live, positively engaging with others in that community. These are termed *community reception and integration outcomes*.
- The other colour (outcomes 5 - 9 and 12) is applied to outcomes that can improve access to services and service delivery, including to wider policy and institutional changes that may have the same effect. These all involve interactions between asylum seekers and refugees and service providers or other third parties, and most also require the latter’s active participation including with the ERF Projects. The term *service delivery outcomes* is used for these.
- Because mainstreaming and replication of programme good practice (outcome 11) is intended to magnify or reinforce all other outcomes into the future, it is treated separately here and coloured black.

Figure 1 suggests that the programmatic focus on the two main sets of outcomes is, overall, quite evenly divided, and a rough equivalence is maintained between the two types of outcome. Among community reception and integration outcomes, significantly more effort is devoted to enhancing life skills and personal development of asylum seekers and refugees (outcome 1) and to enhancing their day to day interactions (outcome 2) than to the other areas.

Among the service delivery outcomes, the most notable feature is the relatively limited focus and resources that Projects devoted to outcomes that would improve redress for incidences of racism and other forms of discrimination (outcome 7) and policy and practices at institutional or political levels (outcome 12).

3.3 Which Outcomes did Projects influence most?

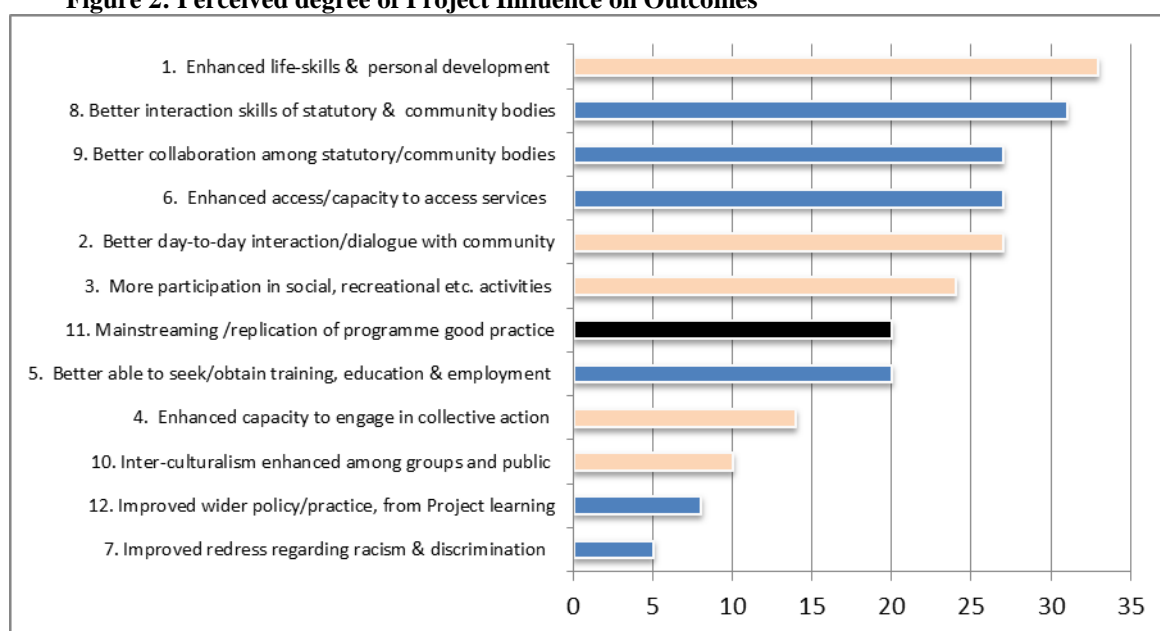
While how Projects focused their efforts and resources is important, the extent to which they believe that their interventions influenced these outcomes – actually made a difference - is a step closer to assessing outcomes themselves.

Projects were thus asked to assess, taking into account *the gravity of the problem faced* in each outcome area, the *extent of their Project's influence on it* i.e. the extent to which their Project succeeded in solving the problem they had identified.¹²

Note that how much influence a Project exerts on an outcome area will depend not just on the volume of resources it devotes to it, even taking into account how effectively it uses those resources. It will also depend on the *scale of the problem* as compared to the *scale of the resources* available to address it. Thus a large, intractable problem may be influenced to only a slight degree, even though a Project devotes its full resources towards tackling it.

So the point here is whether Projects believe not just that their work is efficient and addresses the issue in question, but also whether their efforts are adequate to tackle the scale of the challenges facing asylum seekers and refugees in this context. If a Project claims it had a major influence on a given area of outcome, this suggests that the effort it devoted to it was both effective *and commensurate* with the scale of the challenge in the outcome area being addressed.

Figure 2: Perceived degree of Project Influence on Outcomes



Thus Projects believe that they had least influence on improving redress in relation to racism and other forms of discrimination (outcome 7), and on improving policy and organisational practice in relation to asylum seekers and refugees (outcome 12); and most influence on enhancing their life skills and personal development (outcome 1). Although there are a few small exceptions, it is also clear that Projects conclude overall that the extent to which they

¹² In the survey, Projects were asked to rate their influence on a scale of 1 to 5, taking into consideration the overall level of Target Group needs in this Outcome area, where 5 indicates “a major influence”; 4 “some influence but not major”; 3 “a small but discernible influence”; 2 “a very small influence, not directly discernible” and 1 “no influence”. The potential maximum score here is 65, where all Projects believe they exerted a major influence.

influence the various outcomes is largely in line with the effort and resources they devoted to each i.e. Figure 2 bears a strong resemblance to Figure 1.

However, the extent, significance and causes of this and other variations will become clearer only through a detailed examination of each outcome area (not undertaken in this Report).

Nevertheless the major conclusion from this is that, in the opinion of Projects overall, the resources they have devoted to each outcome area is commensurate with the scale of the problem they were attempting to address; and presumably also that those resources were, as a whole, used efficiently and effectively. Furthermore, a rough equivalence in terms of influence between *community reception and integration outcomes* and *service delivery outcomes* seems to have been maintained.

3.4 Which Outputs contributed most to Outcomes?

An overview of which outputs contributed most to outcomes as a whole, in the view of Projects, is offered below.¹³

There are two ways to consider this.

One approach looks at how Projects in aggregate rated each output in terms of its contribution to achieving overall outcomes. The scores given by *all* Projects to a *given output* to rate its influence on *all outcomes* relevant to them are aggregated. This approach includes even those Projects that did not produce a given output at all, which would thus in effect rate its influence at zero. (Thus outputs that were produced by only a few Projects are likely to record a low overall level of influence on outcomes since only a few scores are aggregated.) This approach can be called the *Programme level influence of outputs*, since it measures the net influence of an output across the Programme, *without adjusting* for whether the output was produced by a large or small number of Projects.

A second approach is to consider how those Projects that actually *produced a given output* rate its level of influence. Thus if only a few Projects produced a given output, but they rate its influence highly across many outcomes, it would achieve an overall high score. It measures the level of influence taking into account the extent to which Projects actually focused on it and devoted resources to it: it puts all outputs on a 'level playing field', since it eliminates the issue of how many Projects actually produce each of them. This approach can be called the *Project level influence of outputs* as it measures the net influence of an output across the Programme, *after adjusting* for the number of Projects that implemented it.

An example might serve to illuminate the meaning of each, and illustrate the difference between them.

The following traces the analysis as it is applied to one output, building capacity in the English language (output 4), under the two different approaches in turn, focusing initially on its contribution to enhanced day to day interaction of refugees and asylum seekers with the local community (outcome 2), and then across all outcomes.

Each Project was asked to indicate which, if any, of its outputs helped to achieve this outcome, and by how much on a scale running from 'no contribution' to 'very significant contribution'. The raw results showed that, among the ten Projects in the ERF Programme, one felt that output 4 – English language capacity building - had made a *very significant*

13 Each Project was asked to indicate, on a scale of 1 to 5, which outputs contributed to each Outcome. The following tables are different ways of aggregating the scores.

contribution to this outcome; and four felt it had made a *significant contribution*. When these results were given scores and weighted¹⁴ this output received a score of 17, which is an average score of 1.7 across all ten Projects.

Under the first approach, this was in fact the highest score of any output in relation to this outcome, meaning that, taking all Projects in the Programme into consideration, building capacity in the English language contributed more than any other output to achieving this particular outcome¹⁵.

The next step is to consider this output *across all outcomes* i.e. to assess the contribution output 4, building capacity in English language, to all twelve desired outcomes. Thus the same process described above is undertaken in relation to each outcome. The scores for output 4 across all outcomes are then aggregated, to achieve the overall contribution of this output across all outcomes and all Projects i.e. the *Programme level of influence* of this output. The score comes to 122, the fourth highest - as shown in Figure 3 – of all outputs.

The second approach, the Project level of influence, excludes from the figures those Projects *that did not undertake any capacity building in the English language* (and hence provided no score to this output).

The figures show that five of the ten Projects did not produce output 4 i.e. did not engage in building capacity in the English language. The weighted overall score of 17 is of course the same in relation to this outcome. But *leaving out of consideration* the five Projects that *did not* undertake this activity *doubles the average* to 3.4. This average is still the highest among all outputs – though in principle it may not have been. For instance, providing information and advice through outreach (output 2) has, when this approach is taken, moved up from joint sixth in terms of its contribution to this outcome, to second place. It should be noted that outputs that have been implemented by *relatively fewer Projects* will have a *higher average score* using this approach, as compared to the first, since the total score is divided by fewer Projects to yield the average.

As in the other approach, these scores are then replicated across all outcomes and the results aggregated. When this is done (i.e. adding the average score of output 4 across all outcomes), the grand total for output 4 comes to 24.4. This average score pushes building capacity in the English language to the top position among all outputs, in terms of influencing all outcomes.

It is important to remember what this means in plain terms. *Taking into account the views only of those Projects that actually implemented each output*, activities to build English language capacity was considered to be most effective. Simpler still, those implementing output 2 gave it higher scores overall, in terms of its contribution to all outcomes, than was the case for any other output. But when you consider the contribution of building English language capacity to all outcomes, taking into account *all outputs of all Projects* across the Programme, it came out in fourth place.

The overall results of taking each approach are presented below. The scales used cannot be directly compared between the two Figures below, for reasons illustrated above.

14 The weighted scores were: "very significant contribution" = 5; "significant contributions" = 4; "definite discernible contribution" = 3; "slight contribution" = 2; "no contribution" = 1.

15 Results are not given to this level of detail in this Report i.e. the contribution of *each* output to *each* outcomes is not shown. However, this question will be considered in more depth in the final Evaluation Report.

Figure 3: Programme-level Influence of Outputs on Outcomes

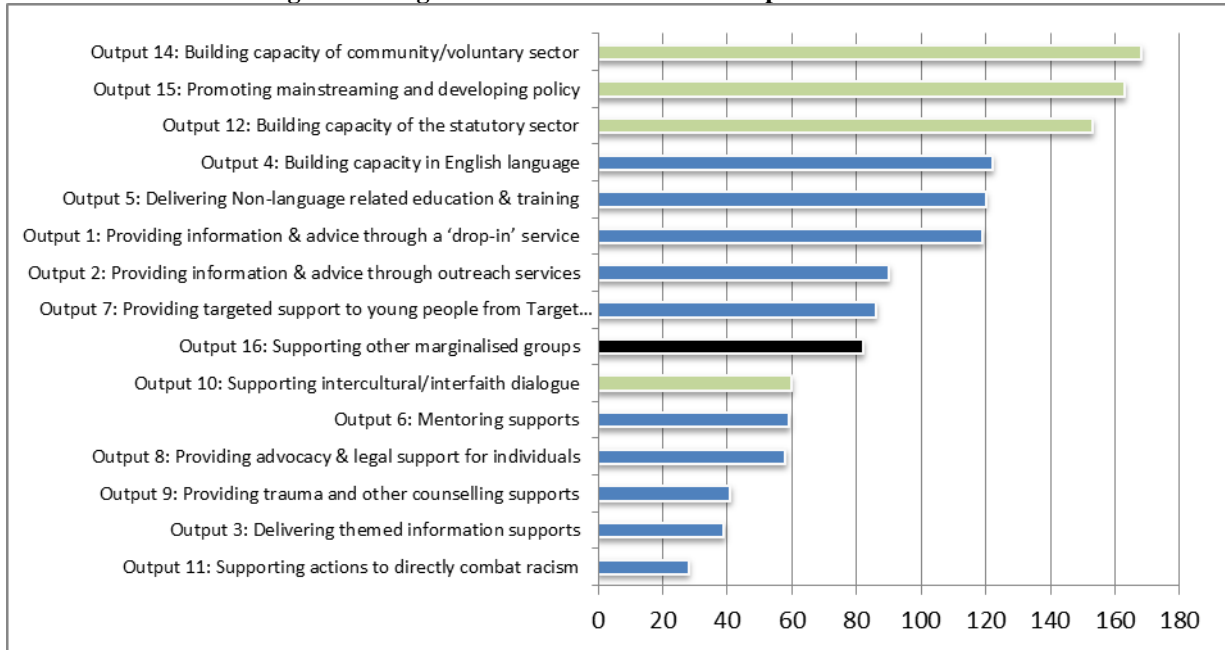


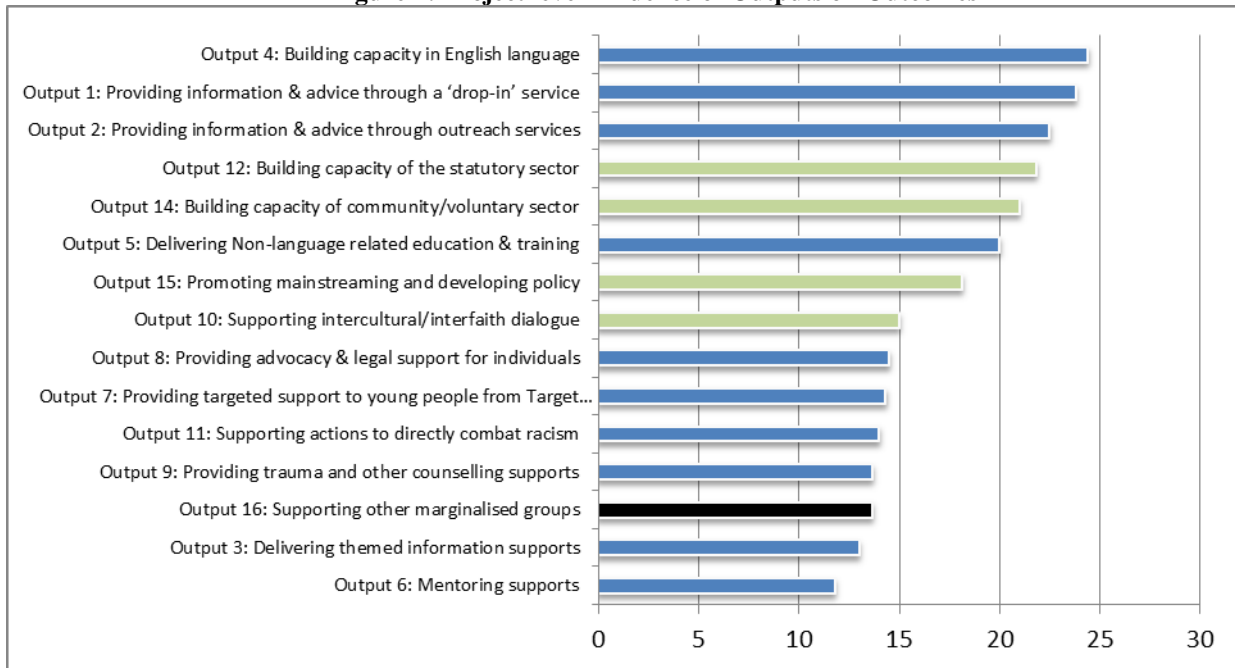
Figure 3 shows the result taking the first approach, the Programme level of influence i.e. the extent to which each output influenced the outcomes of the Programme as a whole. The horizontal bars are coloured in accordance with the distinction in Section 2.2 above, between outputs that were delivered *directly* to asylum seekers and refugees (the darker bars); and outputs intended to achieve outcomes *indirectly* through service organisations, through the wider public, and through policy and organisational change (the lighter bars). Output 16 is something of an exception since it records accidental benefits to other marginalised groups, beyond asylum seekers and refugees.

Overall, Figure 3 suggests that outputs indirectly intended to benefit asylum seekers and refugees, through service organisations, the public etc., had a greater influence on Programme outcomes overall. In terms of the influence of individual outputs on the Programme as a whole, Projects conclude that building the capacity of the community/voluntary sector (output 14); promoting mainstreaming of Project activities and working on institutional policy (output 15) and building capacity of the statutory sectors (output 10) have been judged to be most influential in terms of Programme outcomes.

However, the means by which these outputs achieved their influence, and the precise outcomes that resulted, will require a much more detailed analysis than is undertaken here, and will be a key topic for the Final Evaluation Report. It is notable, however, that the three most influential outputs were also those pursued by the largest number of Projects, as shown in Table 1 above.

Applying the second approach, i.e. the Project level influence that adjusts for the number of Projects actually implementing any given output, yields a very different picture.

Figure 4: Project level influence of Outputs on Outcomes



First, it would appear that the *direct* supports overall had somewhat more influence on outcomes, a reversal of the results in the Programme-level influence approach.

Looking in more detail, building capacity in English language, output 4, comes out on top, in contrast to the earlier result, in aggregate. This might seem to suggest that this activity is overall the most effective in achieving outcomes. But this must be carefully and heavily qualified. Any given activity or output can contribute only to some outcomes and not to others. For instance English language capacity among refugees and asylum seekers is, at most, tangentially relevant to achieving the outcome of improving collaboration between statutory bodies and the community voluntary sector (outcome 9). Thus the effectiveness of a given output depends very much on the outcomes to which it is applied. In this context, the results *at the level of each outcome*, to be considered in the Final Evaluation report, are likely to prove more interesting.

The difference between the most influential and the least influential outputs is also less marked in Figure 4 as compared to Figure 3. What this suggests is that Projects believe that while some outputs had significantly more influence on outcomes than others, all of them nevertheless had an appreciable effect. The difference in the spread of high and low scores seen between Figure 4 and Figure 3 is probably largely due to the fact that some outputs were pursued by more Projects than were others.

3.5 Towards Conclusions and Future Work

A number of high level conclusions can be summarised at this point.

The focus of Projects in terms of their efforts and resources is, overall, quite evenly divided between achieving community *reception and integration outcomes* and achieving outcomes relating to *access to services and service delivery* for asylum seekers and refugees. Among the former outcomes, significantly more effort is devoted to enhancing life skills and personal development and to enhancing their day to day interactions than to the other areas. Among service delivery outcomes, the most notable feature is the relatively limited focus on outcomes to improve redress for incidences of racism and other forms of discrimination, and on policy and practices at institutional or political levels.

A second interesting result is that Projects believe that the resources they have devoted to each outcome area are *commensurate with the scale of the problem* they are attempting to address; and also that those resources are, as a whole, used efficiently and effectively. Furthermore, the rough equivalence in terms of influence between community reception and integration outcomes and service delivery outcomes seems to have been maintained.

Consideration of which outputs have been influential in achieving outcomes – i.e. which forms of intervention are most effective - is more difficult at the overall Programme level and the analysis here concentrates on developing the approach that will be implemented in more detail in the Final Evaluation Report. At this stage it would be unwise to speculate, beyond what is indicated above, on this aggregate level of analysis.

More nuanced and useful conclusions can be drawn regarding Programme outcomes only with considerable additional analysis of existing data, as already provided by Projects, and of further data to be gathered.

First a qualitative assessment of the level and nature of each Programme outcome must be undertaken, exploring what was actually achieved in relation to directly and indirectly improving the circumstances of asylum seekers and refugees.

Next is the question of which outputs contributed most to each of these outcome areas. Even more interesting, how did those contributions work in practice; the means by which certain actions lead to outputs, which in turn achieve specific outcomes, and whether these outcomes were even intended or not. Whether entirely unexpected outcomes, either positive or negative, also result from Project activities can also be examined.

This in turn requires quite intensive qualitative analysis of all the evidence produced by Projects to support claims for having achieved these outcomes, all of which will be available only at the end of the Programme.

With this evidence to hand, and combined with the survey results, the above questions can, hopefully, be satisfactorily answered and patterns detected above more fully explained.

The final Programme Evaluation, to be completed after the final closing surveys, will return to this.

ANNEX 1: OUTPUTS AND OUTCOMES

The output and outcome categories listed below are taken from the Programme evaluation guidelines distributed to groups in June 2011.

Outputs relating to direct supports for Target Groups

1. Providing information & advice through a 'drop-in' service
2. Providing information & advice through outreach services
3. Delivering themed information supports
4. Building capacity in English language
5. Delivering non-language related education & training
6. Providing mentoring supports
7. Providing targeted support to young people from Target Group
8. Providing advocacy & legal support for individuals
9. Providing trauma & other counselling supports (ERF only)

Outputs related to service providers and the wider environment

10. Supporting intercultural/interfaith dialogue
11. Supporting actions to directly combat racism
12. Building capacity of the statutory sector
13. Building capacity of the business sector
14. Building capacity of community/voluntary sector
15. Promoting mainstreaming and developing policy
16. Supporting other marginalised groups

Direct Outcomes for Target Groups

1. Enhanced life-skills and personal development of Target Groups.
2. Enhanced day-to-day interaction with the local community by the Target Group, and enhanced inter-cultural dialogue, understanding and respect.
3. Higher level of participation in social and recreational groups and associated activities by the Target Group
4. Enhanced capacity of target group to engage in collective action and to become actively engaged in civil society organisations
5. Enhanced capacity of Target Groups to identify, seek and obtain training, education and employment opportunities.
6. Enhanced access to statutory, social and community services for Target Groups, including enhanced capacity and empowerment of Target Groups to access such services
7. Improved redress for Target Groups in relation to racism, xenophobia and other forms of discrimination.

Outcomes related to Service Providers and the Wider Community

8. Improved skills and capacities of statutory bodies and community and voluntary organisations in their interaction with Target Groups.
9. Improved collaboration between statutory bodies and community/voluntary organisations engaged in inter-cultural and integration activities, leading to better and more efficient service provision.
10. Greater embedding of inter-culturalism among social and other groups and the public more generally.
11. Mainstreaming or replication of programme good practice, within Project and partners or outside.

12. Changes in policy or practices among organisations or companies with which Target Groups relate, based on learning from the Project and from which the Target Group can gain benefits.