

**FRANET**

**Migrants and their Descendants:  
Social Inclusion and  
Participation in Society**

**Ireland, 2015**

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## Executive summary

### **1. Legal and policy instruments for migrant integration**

Currently, Ireland does not have a comprehensive migrant integration strategy. The most relevant policy document, the 'statement on strategy' *Migration Nation* (2008), which was published by the Office for the Promotion of Migrant Integration (OPMI) is dated, both by the recession and the new government. However, last year, the OPMI sought submissions to inform the development of a new migrant integration strategy, which is due to be published later this year.

Government takes a mainstreaming policy to integration. While recognising that in certain cases there may be a need for targeted initiatives, this approach means that relevant services and policies are generally provided to all groups of society.

Migrant integration is referred to in various policy documents. While there is some targeting of migrant workers, generally they refer to all legally resident migrants. Asylum seekers are generally excluded. This is reflected in *Migration Nation* and the stated functions of the OPMI.

Existing policy documents do not address the more recent emergence of 1.5 and second generation migrants in Irish society.

Various barriers to migrant integration policy have been identified, including: the absence of a national integration strategy; the Recession and reduction in funding for leading state agencies; diminished political will; lack of indicators and outcome data at national level; delays in the enactment of the revised Immigration, Protection and Residence Bill; the abolition of the Minister of State for Migrant Integration; and a history of an ad hoc, laissez-faire approach to migrant integration policy in Ireland.

Some drivers to migrant integration policy include: the work of the voluntary and civil society sector (e.g. ESRI reports on monitoring the integration of migrants; the establishment of the Office for the Promotion of Migrant Integration; and possibly, the forthcoming strategy on migrant integration.

Language support and services for migrants include provision of English as an Additional Language (EAL) teachers in Irish schools and provision of English language tuition for adults by Education and Training Boards (ETB). Some voluntary organisations also provide English language tuition, partly through funding provided by the OPMI.

There are no language or integration tests in Ireland for citizenship.

At present, while *Migration Nation* acknowledges the importance of measuring integration outcomes, no monitoring or evaluation procedures are being applied at government level regarding integration. However, monitoring has taken place at civil society level; between 2011 and 2014, the Economic and Social Research Institute (ESRI) and the Integration Centre published annual monitoring reports on integration based on the Zaragoza indicators.

### **2. Implementation of anti-discrimination legislation and equal treatment**

Over years, a range of national and local campaigns have aimed to raise awareness of anti-discrimination rights among migrants as well (as other issues). One example is the

appointment of ethnic liaison officers among the police force, whose remit includes informing minority ethnic communities of Garda (police) services and providing advice to victims of racist incidents.

Despite these schemes, the research literature shows that a high proportion of migrants have a low level of awareness of their rights under Irish equality law. Certain ethnic groups were found to be particularly at risk of low awareness, including Central and East Europeans and Sub-Saharan Africans. Those at highest risk of discrimination have been found to be least likely to report such an incident. Knowledge of rights among migrants in Ireland has been shown to be strongly associated with education.

In Ireland legislative protection against discrimination is provided on nine grounds, including race, which includes unequal treatment on the basis of nationality. Relevant acts include the Equal Status Acts and the Employment Equality Acts. Neither makes specific reference to the police force (An Garda Síochána) or the judiciary system. All discrimination complaints on the grounds of race (as with all other complaints) are brought to the Equality Tribunal, and if an investigation takes place, a Tribunal Equality Officer issues a legally binding decision.

Ireland does not have a statutory long-term residence status. When enacted, the Immigration, Residence and Protection Bill 2010 (the third version of this Bill) will replace existing immigration legislation, putting in place various administrative procedures regarding immigration, such as those related to visa applications and long term residence into legislation. It also proposes a new, integrated application process for protection to replace applications for the separate categories of refugee status, subsidiary protection and leave to remain.

The Public Service Reform Plan 2014–2016 (2012) set out a radical streamlining of various state agencies as a key deliverable. Since then, various relevant state agencies have merged and/or have seen a reduction in funding. For example, in 2013, the Equality Authority merged with the Human Rights Commission to form the Irish Human Rights and Equality Commission. Another important development is the on-going rationalisation of all employee rights/industrial relations institutions, including the Equality Authority, the National Employment Rights Agency (NERA) and others.

### **3. Participation of migrants and their descendants in society**

All naturalisation applications are decided by the Minister for Justice, Equality and Law Reform. Costs and bureaucracy remain barriers to people who wish to acquire citizenship. However, a series of reforms under the last Minister for Justice, Equality and Law Reform (Alan Shatter) led to a substantial reduction in the length of time it takes for an application to be processed.

In Ireland, entitlement to vote depends on citizenship: Irish citizens may vote at every national election and referendum; British citizens may vote at Dáil elections and European elections; and other European Union (EU) citizens may vote at European elections.

Key barriers to voting for migrants, at national and local level, include a lack of information about the right to vote; and a perception that political candidates 'don't bother' to engage with migrants in their election campaigns because they assume they don't have the right to vote.

In recent years, various local initiatives have aimed to encourage migrants to vote and to raise awareness about the right to vote. These are organised by local authorities and voluntary organisations.

Between the 2004 and 2009 local elections, an 'optimistic pro-integration narrative' emerged in terms of the number of migrant candidates among political parties. However, this development later reversed, which was largely related to the fact that most migrant candidates in 2009 had not been elected. At the last general election (2011), out of 564 candidates in total, only 0.5% were naturalised Irish citizens.

A small number of national and local migrant consultative bodies have emerged over recent years, with varying degrees of success. None however has a legislative basis.

Migrant workers in Ireland are typically not members of trade unions. A major reason for this is that most migrants generally work in the least unionised sectors of the economy. A range of other barriers have been identified, including misperceptions about trade unions and cost of membership.

The Gaelic Athletic Association (GAA) and the Football Association of Ireland (FAI) have both developed a range of initiatives that aim to involve new communities in Ireland, as have the charity Sports Against Racism Ireland (SARI). For example, the GAA published a welcome DVD, translated into nine languages and launched 'Have A Go Days' across 30% of their clubs; these events aim to introduce Gaelic sports to young people who have not tried them before.

Research has highlighted that media representation of migrants in Ireland is low; possible barriers may include a perception among employers that some people with a migrant background will be less informed about Irish affairs, and that their accents may be alienating or difficult to understand.

Since its establishment, the OPMI has channelled funding for migrant integration initiatives through local authorities, sporting organisations and faith-based groups.

In order to qualify as a **primary school teacher** in Ireland, a person must be able to satisfy requirements of the Department of Education and Skills that they can teach the Irish language and be able to teach a range of subjects using the Irish language. This can pose as a barrier to teachers with a migrant background.

The Annual School Census for 2013–2014 highlighted a high concentration of immigrant children in a relatively small number of primary schools. One reason is the fact that State schools are Catholic in orientation, and traditionally favour children from a Catholic background in their admissions policy. A forthcoming Education (Admission to School) Bill is expected to address this, by forcing schools to publish entrance policies and make it illegal to turn down a student on grounds of race, religion or disability.

The National Council for Curriculum Assessment has published guidelines for intercultural education in primary and post-primary schools. These guidelines advocate a whole-school, inclusive approach, whereby all students are involved in efforts to provide an intercultural education.

#### **4. Social cohesion and community relations**

Research literature suggests that Ireland performs relatively well regarding social cohesion, though less in relation to perceptions of fairness and civic participation, and (in particular) trust in institutions.

	<p>A 2009 progress report on the National Action Plan Against Racism 2005–2008 raised concerns that the economic recession had led to many setbacks in developments to tackle racism in Ireland, most notably significant cutbacks to relevant state agencies. Such concerns are still relevant.</p>
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Data from the last Census show an increase in the proportion of 'mixed-nationality households' in Ireland.

# 1. Legal and policy instruments for migrant integration

## 1.1. Description of existing instruments and target groups

	<p>This section should present the overall state of play concerning national and, where applicable, regional legal and policy instruments focusing on how they address fundamental rights, core EU values and principles, as well as international legal standards and related EU law and policies, such as the Common Basic Principles and the Common Agenda on integration of migrants. Please complete the <b>template in Annex 2</b>.<sup>1</sup></p> <p>Please make sure the brief information you provide in the table includes the following aspects:</p>
	<p>Does the national strategy on migrant integration contain a definition of integration? If so, please include it in the original language and full English translation.</p> <p>Ireland does not currently have a national migration integration strategy. <i>Migration Nation</i> (2008) is the government's most recent 'statement on migrant integration policy' (rather than an actual strategy).<sup>2</sup> It was prepared by the Office for the Promotion of Migrant Integration (OPMI), under the auspices of the Department for Justice, Equality and Law Reform (DJELR) in a very different economic context. In March 2014, the then Minister for Justice, Equality and Law Reform announced that a review would be undertaken of national integration policy and a new migration strategy is expected to be launched in 2015. (In email correspondence, the OPMI said they could not confirm when in 2015 this will be.)</p> <p><i>Migration Nation</i> does not provide a definition of integration, though it does allude to 'community' and 'process' as key related concepts. However, a definition of integration was provided in the first policy document in Ireland that specifically addressed migrant integration:<sup>3</sup></p> <p style="padding-left: 40px;">'Integration means the ability to participate to the extent that a person needs and wishes in all of the major components of society, without having to relinquish his or her own cultural identity.'<sup>4</sup></p> <p>The OPMI have confirmed that the Office is still guided by this definition, as well as by the EU Common Basic Principles on Integration.<sup>5</sup></p>

<sup>1</sup> You can use and update the information as in the Table 1.7 of the FRA Annual Report 2012 (pp.62-63). You should add more detail, for example, instead of identifying 'education' under the category 'focus area' be more specific, e.g. review of curriculum in secondary education to address integration issues, etc., provided this level of detail is specifically mentioned in the relevant policy instruments

<sup>2</sup> Office of the Minister for Integration (2008) *Migration Nation: Statement on integration strategy and diversity management*, available at [http://www.integration.ie/website/omi/omiwebv6.nsf/page/AXBN-7SQDF91044205-en/\\$File/Migration%20Nation.pdf](http://www.integration.ie/website/omi/omiwebv6.nsf/page/AXBN-7SQDF91044205-en/$File/Migration%20Nation.pdf)

<sup>3</sup> Working Group on the Integration of Refugees in Ireland (1999) *Integration: A Two-way Process*, Department of Justice, Equality and Law Reform.

<sup>4</sup> Ibid., p. 9

<sup>5</sup> Private correspondence with contact in OPMI, 2 February 2015.



	<p>Are there specific references in the national strategy or relevant legal or policy instruments to fundamental rights in relation to migrants?</p>	<p>Little reference is made in relevant policy documents to fundamental rights regarding migrants. According to the OPMI, 'Ireland adopts a policy of mainstream service provision in the integration area ... in general, the actual delivery of integration services is the responsibility of mainstream Government Departments'. <i>Migration Nation</i>, in referring to future integration policy, only refers to the rights of migrants in relation to their duties: the new strategy, it says, will 'be a two-way street involving rights and duties for those migrants who reside, work and in particular those who aspire to be Irish citizens'. It later states, 'if a single concept has emerged from other countries' experiences, it is that integration is about both rights <b>and</b> responsibilities' (emphasis in original, p. 36).</p> <p>Other policy and legal documents refer, in a general way, to the rights of migrants:</p> <ul style="list-style-type: none"> <li>• The current Government has made a commitment, in the <i>2011 Programme for Government</i>, to 'introduce comprehensive reforms of the immigration, residency and asylum systems in Ireland, which will include a statutory appeals system and set out rights and obligations in a transparent way'. The <i>Programme for Government 2007–2012</i> commits to 'develop[ing] a national integration policy, based on equality principles'. However, none of these strategy documents goes into any detail regarding the nature or type of rights referred to, or how they will be protected.</li> <li>• The <i>National Action Plan Against Racism 2005–2008</i>, some of whose actions are still being implemented, specifically addresses Travellers (an indigenous ethnic minority group), migrants and refugees. 'Mainstreaming' is one of its four key elements, described as 'an intercultural approach into policy-making processes and into all relevant policy areas, with reference to Ireland's commitments to equality and human rights'.</li> <li>• The <i>National Intercultural Health Strategy 2007–2012</i> states, 'The strategy should be informed by the principles of human rights, equality, inclusion, involvement and participation of minority ethnic communities, community-based approaches, partnership, accountability and accessible high quality services for all'.</li> <li>• The Employment Permits (Amendment) Bill 2014, while not making specific reference to fundamental rights, address the fundamental right to fair and just working conditions, by ensuring access to legal redress for undocumented migrant workers, so they can take a case in the civil courts against exploitative employers for back wages and compensation.</li> </ul>
	<p>Which are the target groups of the national integration strategy? Please provide any</p>	<p>Relevant policy documents do not tend to specify target groups for migrant integration, other than specifying that it only applies to those who are legally resident in</p>

	<p>definitions relevant or the determination of the persons that are entitled to or beneficiaries of the relevant action plans and policy measures (e.g. 'integration agreements': who signs them and what do they contain). Please specify any residence requirements (e.g. which migrant and/or residence status counts or not for "legally residing third country nationals" that eventually would be covered by these policies) for persons to be considered members of the targeted groups.</p>	<p>Ireland. According to <i>Towards 2016</i>, a ten-year framework social partnership agreement, the forthcoming national strategy on migrant integration will specifically target 'all legally-resident immigrants'. Within this overall target group however, it does refer to the need to tackle the exploitation of migrant workers. The <i>2011 Programme for Government</i> also focuses on migrant workers; making a range of commitments to the issuing of green cards and work permits, including for non-EEA workers.</p> <p><i>Migrant Nation</i> notes that the forthcoming strategy will be specifically concerned with 'those migrants who reside, work and in particular those who aspire to be Irish citizens'. It does not provide a definition of migrants.<sup>6</sup> However, it is clear that only legally residing third country nationals in Ireland (those who have a relevant work permit, or who have been granted refugee status) or those who are from an EEA country are included in migration integration policy. All other categories are excluded. Its use of the term 'migrant' implicitly excludes undocumented migrants and asylum seekers, for example.</p> <p>This emphasis is also reflected in the stated functions of the Officer for the Promotion of Migrant Integration: 'the promotion of the integration of legal immigrants into Irish society; the establishment of new structures for this purpose; the coordination of Ireland's international reporting requirements relating to racism and integration; the management of the resettlement of refugees admitted as part of the United Nations Resettlement Programme; and the administration of funding from national and EU sources to promote integration'.</p> <p>The only 'envisaged action' in <i>Migration Nation</i> that concerns asylum seekers is 'a streamlined asylum process which progressively reduces inordinate administrative and legal delays'. So far this issue has not been addressed. Asylum seekers are accommodated in 'direct provision centres' on a nominal income for long lengths of time; by end year 2013, the average length of stay in a direct provision centre was 48 months.<sup>7</sup> Scant reference is also made to the spouses or dependents of those with a work permit in Ireland in relation to migrant integration.</p> <p><i>Migration Nation</i> also describes the migrant population in Ireland as being first-generation only:  'Most other European countries are dealing with second and third generation issues — our issues focus on "newcomers" or "new communities"'.  (OPMI, 2008, p. 33)</p>
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<sup>6</sup> In an email correspondence with a contact from the OPMI, they noted, 'We find the term "migrant" a little unspecific as it encompasses emigrants as well as immigrants. First generation immigrants are defined by nationality (however, it is recognised that many first generation migrants naturalise)' (2 February 2015).

<sup>7</sup> Refugee Integration Agency, 2014, *Annual report 2013*, RIA, Dublin

		<p>This reflects the fact that <i>Migration Nation</i> is now quite dated. As noted by NASC in their submission for the forthcoming integration strategy, 'those communities deemed 'new' in 2008 are now evolving into 1.5 and 2nd generation migrant communities' (NASC, 2014, p. 2).</p>
	<p>In reference to the CBP 1<sup>8</sup> '<i>Integration is a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States</i>': please specify <b>if and how</b> the <b>majority population is explicitly targeted</b>; distinguish, if possible, between <b>policies or measures</b> targeting the <b>general population</b> and specific <b>target groups</b>, such as public authorities, e.g. teachers, police, judiciary, etc.; outline the objectives of such policies and measures, and their duration.</p>	<p><i>Migration Nation</i> sets a number of 'envisaged measures' for migrant integration, some of which concern the majority population:</p> <ul style="list-style-type: none"> <li>• Specific funding from Government and the philanthropic sector to support diversity management in local authorities, political parties, sporting bodies and faith-based groups who deal with migrant needs on a daily basis.</li> <li>• More targeted support for teachers and parents dealing with diversity in the classroom or school setting.</li> <li>• Enhanced institutional and legislative measures to be in place to combat exploitation or discrimination against migrants in the context of the Government's implementation of "Towards 2016".</li> </ul> <p>The Garda Síochana's <i>Diversity Strategy and Implementation Plan 2009–2012</i> commits to "encouraging recruitment from diverse racial and ethnic communities; and introducing, for statistical purposes, equality monitoring' processes based on race and ethnic origin, to measure representation levels in the organisation" (Garda Síochana, 2009, p. 21).<sup>9</sup></p>

## 1.2. Drivers & barriers in developing, implementing and assessing legal and policy instruments

	<p>On the basis of material collected, including past research, studies, assessments, evaluation and contacts with the authorities, public officials and key actors for social inclusion and participation of migrants, outline the main drivers and barriers for social inclusion and integration policies <b>in general</b>. Please mention also any important differences at regional level. A more detailed outline of <b>specific</b> drivers and barriers for specific policy areas will be</p>	<p>In Ireland, the main <b>drivers</b> for social inclusion and integration policies are:</p> <ul style="list-style-type: none"> <li>• Work of the voluntary and civil society sector (e.g. ESRI reports on monitoring migrant integration);</li> <li>• The establishment of the Office for the Promotion of Migrant Integration;</li> <li>• International developments, such as the Zaragoza indicators;</li> <li>• Recent inspection of direct provision centres for asylum seekers;</li> <li>• The mainstreaming, cross-departmental approach advocated by the OPMI;</li> </ul>
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<sup>8</sup> Common Basic Principles for Migrant Integration Policy in the EU (2004) available at [http://www.consilium.europa.eu/ueDocs/cms\\_Data/docs/pressData/en/jha/82745.pdf](http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/jha/82745.pdf)

<sup>9</sup> Further information on this (e.g. resulting initiatives and outcomes) was requested from the Garda Commissioner on 19 February, following initial liaison with the Garda Racial Cultural and Diversity Office. A follow-up email was sent on 10 March 2015; so far no information has been provided.

	<p>required in the following sections.</p>	<ul style="list-style-type: none"> <li>• Consultation-based forthcoming strategy on migrant integration;</li> <li>• Government funding to local authorities to develop local integration strategies.</li> </ul> <p>The main <b>barriers</b> for social inclusion and integration policies are:</p> <ul style="list-style-type: none"> <li>• The absence of a national integration strategy;</li> <li>• The Recession and reduction in funding;</li> <li>• Closure and subsuming of key state agencies such as the Equality Authority;</li> <li>• Diminished political will;</li> <li>• Lack of indicators and outcome data at national level;</li> <li>• Delays in the enactment of the revised Immigration, Protection and Residence Bill;</li> <li>• A history of an ad hoc, laissez-faire approach to migrant integration policy.</li> </ul>
<h3>1.2.1. Drivers</h3>		
	<p>The key drivers for successful integration policies, therefore factors that are considered to contribute positively in the design, development, implementation, assessment and accomplishment of policy goals and in strengthening social inclusion and participation of migrants and their descendants. For example, are these policies mainstreamed in other public policies, for example in employment, education, housing, etc. and how is this achieved?</p>	<p>The <b>voluntary and civil society sectors</b> play an important role in advocating for migrant's rights and collecting data on their needs and experiences regarding integration. A clear example is the work of the Integration Centre and the ESRI in its four annual reports on monitoring indicators of integration for migrants, based on the Zaragoza indicators.</p> <p>The <b>Office for the Promotion of Migrant Integration</b> was established in 2007. It has a cross-Departmental mandate to develop, lead and co-ordinate migrant integration policy across government departments, agencies and services. Its functions include:</p> <ul style="list-style-type: none"> <li>• the promotion of the integration of legal immigrants into Irish society;</li> <li>• the establishment of new structures for this purpose;</li> <li>• the coordination of Ireland's international reporting requirements relating to racism and integration;</li> <li>• the management of the resettlement of refugees admitted as part of the United Nations Resettlement Programme; and</li> <li>• the administration of funding from national and EU sources to promote integration.</li> </ul> <p>Its funding stream has been used to provide grant funding to a range of bodies. Between 2008 and 2014 the OPMI gave grant funding of €15,252,306 for integration purposes. Beneficiaries included national sporting organisations, local authorities (to develop local</p>

		<p>integration strategies), faith-based organisations and other organisations.<sup>10</sup></p> <p>As noted, <b>Migration Nation</b> (2008) does not constitute a comprehensive, national migrant integration policy. Moreover, it is dated both by the consequent impact of the recession on public funding and the fact that the needs and experiences of migrants have since grown in complexity as second and 1.5 generations emerge. Nonetheless, its four key principles form a strong basis for future integration policy: a partnership approach; a mainstream approach to service delivery; a strong link between integration policy and wider state social inclusion measures; and a commitment to effective local delivery mechanisms. In particular, regarding the <b>mainstreaming approach</b>, <i>Migration Nation</i> asserts the importance of locating integration policy within a more general 'social planning framework', which it says 'has the benefit of preventing the debate around integration becoming a "migrants only" discussion'. A 'mainstreaming approach' is strongly advocated, whereby migrant intervention initiatives will form part of broader, community-based projects:</p> <p style="padding-left: 40px;">'The important thing is that from a strategic point of view, there is a clear commitment to including integration in the overall social inclusion framework of planning and resource provision. Some of the implications of this principle would mean that social inclusion programmes must specify integration objectives, programmes, funding and monitoring arrangements.' (OPMI, 2008, p. 15)</p> <p>Finally, certain <b>international developments</b> have impacted on local and national policy. As noted earlier, the European Common Basic Principles for Integration are used in some local authority integration strategies and also inform the OPMI's understanding of integration. One of the objectives of the OPMI is to coordinate Ireland's international reporting requirements relating to racism and integration under the European Commission against Racism and Intolerance and United Nations Convention on the Elimination of Racial Discrimination.</p>
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### 1.2.2.Barriers

	<p>Barriers, limitations, constraints or resistance faced in designing, developing and implementing such policies and measures, therefore factors that may hinder their effectiveness and influence negatively their outcomes. For example, budgetary limitations, or</p>	<p>In the past, Ireland has been criticised for its ad hoc, <b>laissez-faire approach</b> to migrant integration policy. As one commentator noted,</p> <p style="padding-left: 40px;">'Ireland's official integration policy at the time of writing in early 2008 is more of a collection of policy statements and piece-meal, reactive policy responses to immediate, experiential policy problems arising from immigration and integration than a coherent, integrated policy framework for the</p>
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<sup>10</sup> For further detail, see OPMI, 'List of beneficiaries of our funding', at <http://www.integration.ie/website/omi/omiwebv6.nsf/page/funding-omiamounts-en>

	<p>problems of coordination of governance levels, priority of interventions, lack of training or lack of mainstreaming of relevant policies, lack of action by competent actors or limited data about the interested population, could be factors that may function as obstacles or affect negatively the implementation of selected migrant integration measures.</p>	<p>short and long-term integration of immigrants and their descendants.<sup>11</sup></p> <p>This concern is still relevant; <i>Migration Nation</i> was published five years ago and we are yet to see a national integration strategy, though as noted earlier, this is expected to be published this year.</p> <p>Since then, the <b>recession</b> has seen the withdrawal of funding from a range of state agencies that further the integration of migrants. In 2008, the National Consultative Committee on Racism was closed. In 2013, the Equality Authority was merged with the Irish Human Rights Commission, to form the Irish Human Rights and Equality Commission, a decision that was first proposed in 2008. This resulted in a substantial decrease in funding for these (now merged) bodies. (Although its funding was increased by €1.9 million to €6.3 million in 2014 and stayed at this level for 2015, this still remains at €1.5 million less than the combined budgets of its predecessor organisations.<sup>12</sup>) The level of funding provided to the OPMI has also been substantially reduced over recent years.<sup>13</sup> And certain proposals in <i>Migration Nation</i>, specifically the appointment of a Commission on Integration, a Ministerial Council on Integration and a Task Force on Integration, which were seen as essential to facilitating a cross-departmental, mainstreaming-focused integration strategy, were subsequently dropped. The following message appeared on the website of the OPMI:</p> <p style="padding-left: 40px;">‘With regard to new structures and co-ordinating mechanisms, it is not now proposed to establish the three new bodies referred to in <i>Migration Nation</i> because such a move would be inappropriate in current circumstances when State bodies are being rationalised or abolished’ (undated).</p> <p>Partly related to the recession, a <b>diminished political will</b> has been observed. This is perhaps best illustrated by the decision of the current government, in 2011, to not appoint a successor to the first Minister for Integration. Since then there has been no Minister for Integration, which has had a negative impact on the implementation of integration policy. This decision was criticised by many voluntary organisations, such as New Communities and NASC.<sup>14</sup></p> <p>So far, the <b>Immigration, Protection and Residence Bill 2010</b> has been through three drafts, but continued delays have meant that it has yet to be enacted. This is</p>
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<sup>11</sup> Boucher, G (2008) ‘Ireland’s lack of a coherent integration policy’, *Translocations*, Vol. 3, No. 1, pp. 1–24, available at <http://www.ucd.ie/mcri/resources/Roundtable%20Reading%201.pdf>

<sup>12</sup> See ERA press release, 19 December 2013, for further detail:

<http://www.eracampaign.org/uploads/Equality%20and%20Rights%20Alliance%20press%20release%20dec%202013.pdf>

<sup>13</sup> McGinnity, F, Quinn, E, O’Connell, P and Kingston G (2014) *Submission on integration policy May 2014: Monitoring migrant integration in Ireland*.

<sup>14</sup> For example, see 2011 press release from New Communities: <http://www.newcommunities.ie/news/2011/03/11/cabinet-fails-immigrants-with-removal-of-minister/>

		expected to establish a statutory long-term residence status in Ireland, which currently does not exist. Finally, as noted above there is a paucity of published <b>outcome data</b> on national and local integration strategies and initiatives.
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### 1.2.3. Language learning and integration tests

	Please provide information about:	
	<p>Main language learning support programmes and courses. Provide details about organisation of such programmes and actors implementing them, funding support, location, duration, frequency, numbers of beneficiaries, entitlements and limitations for accessing courses.</p>	<p>Every child in Ireland is entitled to free, state-run primary and post-primary education. The Intercultural Education Strategy, launched in September 2010, applies to all levels of education, from preschool to higher education. A key support for migrant children in Irish schools is the provision of English language tuition. Most of this support is delivered through specialised English as an Additional Language (EAL) teachers. (Since the academic year 2012/13 assignment of teachers for special needs education and language support has been combined and is based on the total number of students in the school: additional language support hours are provided in schools with a high concentration of students requiring English language support.)</p> <p>Other supports include the distribution of language assessment kits to primary and post-primary schools, in-service provision for language support teachers, guidelines on EAL for all teachers, and a booklet on intercultural education in both primary and post-primary schools. EAL is now part of the General Allocation Model (GAM) and schools are not required to report on how their GAM allocation is deployed.<sup>15</sup></p> <p>Up to 2008, 12 government-funded Integrate Ireland Language and Training (ILT) centres provided intensive English language courses for adult immigrants and refugees and to assist schools with language teaching materials.<sup>16</sup> In that year, funding was withdrawn from these centres and provision for English language programmes was then transferred to the Vocational Education Committee and more recently to the Education and Training Boards (ETBs), which provide a substantial number of English courses for adults, through a number of different programmes.<sup>17</sup> These are funded by the Department of Education and Skills, although exact spending figures were not available. English for Speakers of Other Languages (ESOL) is provided by the ETBs as part of the adult literacy services. Over 11,000 participants, including refugees, asylum seekers and migrant workers, availed of ESOL tuition provided free of charge as part of this service in 2012. Over 100,000 people have availed of the tuition since 2003.</p>

<sup>15</sup> See: Circular 0007/2014, at [www.education.ie/en/Circulars-and-Forms/Active-Circulars/cl0007\\_2014.pdf](http://www.education.ie/en/Circulars-and-Forms/Active-Circulars/cl0007_2014.pdf)

<sup>16</sup> For further information on the work of IILT see Equality Authority (2006) *Integrate Ireland Language and Training Measure 17 of the EHRDOP – Wider Equality Report 2006*, available at <http://www.equality.ie/Files/Measure-17-Integrate-Ireland-Language-and-Training-Wider-Equality-Study-PDF.pdf>

<sup>17</sup> There has been no specific evaluation of the implementation of national language courses as provided by the EBTs.

		<p>Another programme providing English classes to migrants is the 'Fáilte Isteach' project, run by the voluntary organisation, Third Age Foundation, which involves older people volunteering their time to teach conversational English to new migrants. There are now 68 Fáilte Isteach branches throughout the country. Every week, over 600 volunteers teach more than 2,100 students from over 75 countries of all ages. Annually, they deliver almost 40,000 hours of free tuition.<sup>18</sup> Other voluntary organisations also provide English language tuition. These include: SPIRASI, a Dublin-based NGO that works with asylum seekers, refugees and other migrant groups; Doras Luimní, a support group for migrants in the Midwest; and the Dublin-based Intercultural Drop-In Centre provided by Dodder Valley Partnership, a community development partnership. Funding for voluntary-sector based English language training has been provided by OPMI. Finally, a range of private language schools provide fees-based courses ranging from basic tuition to internationally recognised qualifications. The Advisory Council for English Language Schools, under the Department of Education and Science, oversees these schools.</p>
	<p>Knowledge level of the language achieved through such programmes (please use the <u>Common European Framework Reference levels - CEFR</u>)</p>	<p>No information is available on the language level achieved through any of the above. Regarding 'Fáilte Isteach', a 2013 evaluation of this scheme noted that accreditation was not provided to students but that due to the voluntary nature of the project, this would be inappropriate and was not recommended.<sup>19</sup></p>
	<p>Language tests required for migrants to access residence or other legal status affecting equal treatment and access to rights. Please provide information about their content and character, level of knowledge required, numbers of participants, and rates of success/failure</p>	<p>There is no language requirement to become a citizen; language tests are not carried out.<sup>20</sup></p> <p><i>Migration Nation</i> (2008) states that one 'envisaged measure' for migrant integration might be 'Citizenship and long-term residency to be contingent on proficiency of skills in the spoken language of the country'.<sup>21</sup></p>
	<p>Integration tests for access to residence or other status affecting equal treatment and access to rights. Please provide information about their content and character, range of knowledge required, numbers of participants, and rates of success/failure.</p>	<p>There is no integration test in Ireland for citizenship. Naturalisation is the process whereby a foreign national living in Ireland may apply to become an Irish citizen.</p>

<sup>18</sup> See Third Age 'What we do', at <http://www.thirdageireland.ie/what-we-do/62/background.html>

<sup>19</sup> Loxley, A and Lyons, Z (2013) *Evaluation of Fáilte Isteach project*, Third Age and Trinity College Dublin, available at [http://www.thirdageireland.ie/upload/whatwedo/files/1422457752\\_Trinity\\_Evaluation\\_Third\\_Age\\_2013.pdf](http://www.thirdageireland.ie/upload/whatwedo/files/1422457752_Trinity_Evaluation_Third_Age_2013.pdf).

<sup>20</sup> See conditions of naturalisation in Ireland on INIS website: Irish Naturalisation and Immigration Service (INIS), 'What is naturalisation and who can be naturalised?' at <http://www.inis.gov.ie/en/INIS/Pages/WP11000014>

<sup>21</sup> Office of the Minister for Integration (2008) *Migration Nation: Statement on integration strategy and diversity management*, available at [http://www.integration.ie/website/omi/omiwebv6.nsf/page/AXBN-7SQDF91044205-en/\\$File/Migration%20Nation.pdf](http://www.integration.ie/website/omi/omiwebv6.nsf/page/AXBN-7SQDF91044205-en/$File/Migration%20Nation.pdf)



	Mother tongue learning programmes for children of migrants	No data is available on the existence of such courses in Ireland. A request for information on this topic from relevant migrant voluntary organisations resulted in no further information.
	Please provide insights about key issues, debates, challenges or problems related to the implementation of the above measures and policies. The findings should be substantiated through existing assessments, research or studies and case law <b>(use template in Annex 9)</b> .	<p>The withdrawal of funding from the 12 IILT centres in 2008 was met with criticism from civil society organisations and teacher unions. MIPEX’s report on Ireland (2010) notes that ‘the government promised to maintain the same level of funding and integrate these services into mainstream vocational education committees. Some students are now getting services, but without monitoring, there is no guarantee that they are as good or available as before.’<sup>22</sup></p> <p>Private language schools accredited by the ACELS (Accreditation and Co-ordination of English Language Services) are inspected by QQI (Quality and Qualifications Ireland). From 21 January 2015, new criteria apply in order to safeguard the quality of education provided by international schools in Ireland, including language schools. From now on, only programmes that are accredited or recognised by Irish awarding bodies in the English language and higher education sectors will be permitted, with certain specified exceptions. This was in response to concerns regarding the standard of education in some such schools.</p>

#### 1.2.4. Monitoring and assessment – Use of indicators

	In this section please outline monitoring and evaluation procedures applied by public authorities at national and regional level, as applicable, for migrant integration. In particular, please present any indicators used for the monitoring, assessment and review of integration policies in the areas of political and social participation, social cohesion, and intolerance, inclusive and welcoming society. Please make sure to report here the link of such indicators with fundamental rights and the way their use reflects to the review of such policies.	<p>At present, no monitoring or evaluation procedures are being applied by government at national level regarding migrant integration. <i>Migration Nation</i> does state that ‘measurement of integration outcomes is particularly difficult but there is little value in having a policy which cannot be measured’. It states that international indicators will have to be evaluated for the Irish context but goes on to present a list of indicators that were suggested by Bishop Nicholas diMarzio on a visit to Ireland in 2007; these indicators address the themes of labour force participation; language acquisition; education continuance; military service; naturalisation rate; voting; home ownership; and inter-marriage.</p> <p>However, monitoring of migrant integration has taken place at civil society level. In 2011, the Integration Centre and the Economic and Social Research Institute published their first <i>Annual Monitoring Report on Integration</i>, which provides a descriptive account of Ireland’s results on the EU indicators for integration for 2010. This was followed by three subsequent annual monitoring reports, with the final one published in 2014</p>
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<sup>22</sup> The MIPEX Ireland report was available at <http://www.mipex.eu/ireland> . However, it is no longer available here; the website suggests that country reports for 2015 are forthcoming.

		<p>for 2013.<sup>23</sup> These are based on the Zaragoza indicators (see below for more detail).</p> <p>The OPMI has provided funding to local authorities to prepare and publish a local integration strategy. In doing so, some have set out a range of actions, timeframes and anticipated outcomes on themes such as protection, economic inclusion, diversity in service provision, recognition and participation.<sup>24</sup> Westmeath Integration and Diversity Strategy 2013–2017 and South Dublin County Integration Strategy 2013–2017 make direct reference to the European Common Basic Principles for Integration and the Zaragoza indicators. Dublin City Council’s Towards Integration: A City Framework sets out a range of principles and activities; while it makes a general commitment to monitoring and reviewing activities, progress and outcomes and reporting on them publicly (Dublin City Council, 2009, p. 9), to date no reviews or evaluations have been published.</p>
<p>Provide full wording and translation in English of each indicator used per area and dimension covered as well as its full definition, legal basis, rationale, and link with fundamental rights or EU law (<b>use table in the Annex 4</b>).</p>		
	<p>Please provide data and evidence about the adoption of related Zaragoza indicators, especially in the dimensions of active citizenship and welcoming society. Please consult the publication <a href="#">Using EU Indicators of Immigrant Integration</a> (ESN, MPG) and report more detailed and updated specific descriptions and mapping of indicators used in the Member States.</p>	<p>The website of the Office for the Promotion of Migrant Integration makes reference to the Zaragoza indicators under its ‘EU Developments’ section. To date, these indicators have not been adopted in any national migrant integration policies or initiatives in Ireland. The Integration Centre and the Economic and Social Research Institute have published four annual integration monitors, which provide a descriptive account of Ireland’s results on the EU indicators for integration. This monitoring process is based on the Zaragoza indicators. The fourth edition of this monitor, for 2013 (published 2014), sets out the following indicators, ‘broadly equivalent to those proposed at Zaragoza’ (p. 3):</p> <p><b>Employment:</b> Employment rate; unemployment rate; activity rate</p> <p><b>Education:</b> Highest educational attainment; share of 25–34 year olds with tertiary educational attainment; share of early leavers from education and training; mean reading and mathematics scores for 15 year olds.</p> <p><b>Social inclusion:</b> Median net income (household income and equivalised income); at risk of poverty rate; share of population perceiving their health status as good or very good; share of property owners among immigrants and in the total population.</p> <p><b>Active citizenship:</b> Ratio of immigrants who have acquired citizenship to non-EEA (European Economic Area) immigrant population (best</p>

<sup>23</sup> Integration Centre and ESRI (2011) *Annual monitoring report on integration*, ESRI, Dublin, available at [http://www.esri.ie/publications/search\\_for\\_a\\_publication/search\\_results/view/index.xml?id=3235](http://www.esri.ie/publications/search_for_a_publication/search_results/view/index.xml?id=3235).

<sup>24</sup> These local authorities are Waterford City, Kilkenny, South Dublin an Westmeath.

		<p>estimate); share of immigrants holding permanent or long-term residence permits (best estimate); share of immigrants among elected local representatives.</p> <p>The fourth and final report noted very significant changes regarding active citizenship since the start of the series. It found that the number of non-EEA adults who acquired citizenship through naturalisation almost doubled between 2010 and 2011 and more than doubled again between 2011 and 2012. In total, between 2005, when records began, and end-2012, almost 54,700 non-EEA adults acquired Irish citizenship – 31% of the estimated adult immigrant population of non-EEA origin resident in Ireland at end-2012. The share of non-EEA nationals holding long-term residence permits however, under the current administrative scheme, was estimated to be just fewer than 5 per cent at end-2012.<sup>25</sup></p>
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#### 1.2.5.Funding integration policies (EIF, ERF, EMIF)

	<p>Please provide information about the distribution of funds for integration of migrants, as well as their social inclusion and participation. In particular, provide specific breakdown of funding per general area of integration policies – with particular focus on active citizenship, participation, welcoming society, social cohesion - in the last year and for the period 2010-2014 if available. (Use the table in the Annex 5).</p>	<p>Please see Annex 5 for these data. These data were provided by Pobal – a government body that acts as an intermediary for programmes funded by the Irish government and the EU – following a request from the Department of Justice, Equality and Law Reform. (Pobal is the Irish word for ‘community’.) Unfortunately, they were unable to provide a breakdown of these funds across the thematic areas. Most ERF/EIF projects in Ireland are implemented by the NGO sector and it was noted by the Department contact that many projects would address more than one of the thematic areas, with the possible exceptions of employment and healthcare. The figures for 2014 are estimates. Expenditure in 2013 was minimal as there was a call for proposals in August 2013 and projects only commenced in December 2013.</p> <p>According to the Migrant Rights Centre of Ireland (MRCI), civil society working in Ireland has been extensively funded by philanthropic organisations, namely two: The ONE Foundation and Atlantic Philanthropies. The One Foundation ceased operations in 2014 and Atlantic Philanthropies will cease operations in 2017 raising questions about the sustainability of the sector. Other sources of funding have been faith-based organisations, European funds such as the European Integration Fund and the European Refugee Fund, government funding such as the Scheme to Support National Organisations and local council funding.<sup>26</sup></p>
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<sup>25</sup> McGinnity, F, Quinn, E, Kingston, G, O’Connell, P (2014) *Annual monitoring report on integration*, The Integration Centre and the Economic and Social Research Institute.

<sup>26</sup> Email correspondence with MRCI, April 2015.

## 2.Promoting equal treatment and non-discrimination

### 2.1.The implementation of anti-discrimination /legislation and equal treatment

	<p>Briefly provide information on the following:</p> <p><b>Outreach and awareness raising campaigns, training schemes, etc.</b> undertaken by national or regional public authorities (including national equality bodies) targeting migrants and their descendants <b>on the national anti-discrimination legal framework.</b></p>	<p>No campaign or training scheme has focused specifically on the national anti-discrimination legal framework. However, the following schemes aim to raise awareness on anti-discrimination rights among migrants as well as other issues.</p> <ul style="list-style-type: none"> <li>• <b>Dublin City Council’s One City, One People campaign:</b> This campaign has been running annually since 2010, with the aim of promoting inclusion and integration and combatting discrimination.<sup>27</sup> Focused on the immigrant population, it uses a variety of mediums to promote the idea of Dublin as an open, inclusive city where discrimination is not accepted. (It does not specifically address the national anti-discrimination legal framework.)</li> <li>• The <b>Citizen Information Board</b> provides a website on public services for the general public.<sup>28</sup> It includes a webpage that outlines the nine grounds a person can be discriminated against that are prohibited in Irish legislation. This includes the grounds of race: ‘race, skin colour, nationality or ethnic origin’. Similarly, a page on the website of the Department of Justice, Equality and Law Reform sets out forms of discrimination that are unlawful in Ireland.<sup>29</sup> Certain documents on this website are available in Polish, Romanian and French as well as English.</li> <li>• The voluntary organisations CrossCare runs <b>Living in Ireland</b>, an easy-to-use, multi-purpose resource that provides general information on rights in five languages as well as other information.<sup>30</sup> This project is co-financed by the European Commission under the European Integration Fund and is supported by the Office for the Promotion of Migrant Integration in the Department of Justice and Equality and Pobal.</li> </ul> <p>In addition, in 2002, the Garda Commissioner authorised the appointment of <b>Garda ethnic liaison</b></p>
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<sup>27</sup> See Dublin City Council, ‘One city, one people’, at <https://www.google.ie/url?sa=t&rct=j&q=&esrc=s&source=web&cd=2&cad=rja&uact=8&ved=0CCYQFjAB&url=http%3A%2F%2Fwww.dublincity.ie%2Fmain-menu-services-community-intercultural-dublin%2Fone-city-one-people&ei=kJVIVefuB9OvaYPzgZAI&usg=AFQjCNGfz3jRiFs5AGq6g0pejj2Xj0Qaug&bvm=bv.92291466,d.d2s>

<sup>28</sup> See Citizen Information Board, ‘Citizen information: Public service information provided by the Citizen Information Board’, at <http://www.citizensinformation.ie/en/>

<sup>29</sup> For further information, see [http://www.justice.ie/en/JELR/Pages/Equality\\_FAQ](http://www.justice.ie/en/JELR/Pages/Equality_FAQ)

<sup>30</sup> CrossCare, ‘Living in Ireland’, at <http://www.livinginireland.ie/>

		<p><b>officers</b> in Garda stations across the country. Among other duties, their role includes informing minority ethnic communities of Garda services (including detention centres for asylum seekers) and providing support and advice to victims of racist incidents.<sup>31</sup> (Since then their role has been extended to the LGBT community.) In 2009, there were 600 ELOs throughout the country; however, this figure since fell to 320 by May 2013, out of a total police force of 14,000 members.<sup>32, 33</sup></p>
	<p>Evidence through polls, surveys, academic research, etc. on the <b>awareness of migrants</b> and/or their descendants <b>concerning the right to equal treatment</b>. Please indicate differences between ethnic/ migrant groups, living in different geographic areas, gender and age, as well as trends in time.</p>	<p>A number of studies have made findings on awareness of migrants of their right to equal treatment, particularly focusing on the proportion of victims of discrimination who choose to take action.</p> <p><b>Awareness of migrants regarding the right to equal treatment</b></p> <ul style="list-style-type: none"> <li>• A 2010 CSO national quarterly household survey on equality found that 27% of 'non-Irish nationals' had no understanding of their rights under Irish equality law.<sup>34</sup></li> <li>• In 2009, FRA's EU-MIDIS report showed that 81% of Central and East Europeans living in Ireland had not heard of the Equality Authority, and that 34% of Central and East Europeans and 57% of Sub-Saharan Africans were unaware of anti-discrimination legislation when applying for a job.<sup>35</sup> Similarly, in 2011, a survey conducted for the Cork city integration strategy found that 70% of surveyed migrants had not heard of the Equality Authority.<sup>36</sup></li> <li>• In Cork city, a 2011 mid-term review of that city's integration strategy concluded that 'awareness of the equality infrastructure remains low, particularly among immigrant and ethnic minority residents'.<sup>37</sup></li> </ul> <p><b>Rates for reporting discrimination</b></p> <ul style="list-style-type: none"> <li>• The CSO national quarterly household survey on equality, conducted in 2010, showed that almost three-quarters of those who experienced discrimination as well as had no understanding of</li> </ul>

<sup>31</sup> For further information, see: An Garda Síochana (2010) *Garda ethnic liaison officer – Information sheet*, available at <http://www.garda.ie/Documents/User/ELO%20Information%20Sheet%20-%20November%202010.pdf>.

<sup>32</sup> Houses of the Oireachtas, Seanad (Senate) Debates (2009) *Association for criminal justice research and development report: Statements*, available at <http://debates.oireachtas.ie/seanad/2009/04/28/00007.asp>; Houses of the Oireachtas, Dáil (Parliament) Debates (2013) *Parliamentary question No. 43 – Garda investigations*, 2 May 2013, available at <http://oireachtasdebates.oireachtas.ie/debates%20authoring/debateswebpack.nsf/takes/dail2013050200051?opendocument#WRD00100>.

<sup>33</sup> In a telephone conversation with a staff member of the Garda Racial, Intercultural and Diversity Office (GRIDO) (19 February 2015), it was noted that this number has since fallen further, though this has not been confirmed as follow-up requests for information from GRIDO have not yet been responded to.

<sup>34</sup> CSO (2011) *Quarterly national household survey – Equality* (based on 2010 data), CSO, Dublin, available at [http://www.cso.ie/en/media/csoie/releasespublications/documents/labourmarket/2010/qnhs\\_equalityq42010.pdf](http://www.cso.ie/en/media/csoie/releasespublications/documents/labourmarket/2010/qnhs_equalityq42010.pdf)

<sup>35</sup> FRA (2009) *EU-MIDIS European Union minorities and discrimination survey – Main results report*, available at [http://fra.europa.eu/sites/default/files/fra\\_uploads/664-eumidis\\_mainreport\\_conference-edition\\_en.pdf](http://fra.europa.eu/sites/default/files/fra_uploads/664-eumidis_mainreport_conference-edition_en.pdf).

<sup>36</sup> Cork City Council (2011) 'Cork city integration strategy integration survey', in *Connecting communities: The Cork City Integration Strategy 2008–2011, Mid-term Review*.

<sup>37</sup> See NASC webpage, 'What is integration?' at <http://www.nascireland.org/campaigns-for-change/integration/>.

		<p>their rights under Irish equality took no action following the discrimination, compared to just over half of those who understood 'a lot' about their rights. More than 30% of people who understood 'a little' or 'a lot' about their rights had taken verbal action following discrimination, compared with just over 21% of those who did not understand their rights. An official complaint or legal action was taken by only 5% of those who did not understand their rights, compared with 14% of those who understood 'a lot'.<sup>38</sup> In total 'non-Irish nationals' were among the groups most likely to experience discrimination and to not take action; 66% of this group took no action.</p> <ul style="list-style-type: none"> <li>• In 2012, a survey in Cork city found that 69.1% of respondents from an ethnic minority background said they were aware that laws are in place to protect victims of discrimination.<sup>39</sup> However, one-fifth of respondents who had been racially attacked or discriminated against did not know how or where to report the incident, and among those who did report it, 30.8% were extremely unsatisfied with the response.<sup>40, 41</sup></li> <li>• A 2006 report drew from a sample of 679 work permit holders and 430 asylum seekers. It found that among those who experienced racial harassment and racially motivated crime, only 21.8% reported it to the police. Moreover, those who were most likely to experience harassment by neighbours or on the street (Black Africans) were least likely to report such an incident to the police. Similarly, when people who had experienced institutional discrimination were asked if they had made a formal complaint, only 17.5% of those who answered said that they had.<sup>42</sup></li> <li>• A separate report on the data from the 2010 quarterly household survey on equality concluded that knowledge of rights is an important mediating factor in determining whether an individual will take action in response to discrimination. Knowledge of rights was strongly associated with education, and was lower among vulnerable groups, including people of non-white ethnicity and non-Irish nationals. The report found that people of Black ethnicity are almost four times more likely to report experience of discrimination than White Irish people and over five times more likely than White Irish to report serious discrimination. This is after controlling</li> </ul>
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<sup>38</sup> CSO (2011) *Quarterly national household survey: Equality*, CSO, Cork, available at [http://www.cso.ie/en/media/csoie/releasespublications/documents/labourmarket/2010/qnhs\\_equalityq42010.pdf](http://www.cso.ie/en/media/csoie/releasespublications/documents/labourmarket/2010/qnhs_equalityq42010.pdf)

<sup>39</sup> NASC (2012) *Stop the silence: A snapshot of racism in Cork*, available at <http://www.nascireland.org/wp-content/uploads/2012/02/NASC-Report.pdf>

<sup>40</sup> Ibid.

<sup>41</sup> Numbers were very small regarding this question, so these data should be interpreted as indicative only.

<sup>42</sup> This report presented the results of a national survey conducted in 2005 as submitted to the European Union Monitoring Centre on Racism and Xenophobia (EUMC) in that year. Reference: McGinnity, F, O'Connell, P, Quinn, E and Williams, J (2006) *Migrants' experience of racism and discrimination*, ESRI, Dublin,

		<p>for a range of other factors, and even despite the barriers to taking action, highlighting that the incidence of such experience is much higher among people of Black ethnicity. It also reported higher rates of discrimination both in work and in many service settings. Finally, the report highlighted a modest improvement in knowledge of rights since 2004, particularly among non-Irish nationals and those of minority ethnicity.<sup>43</sup></p>
	<p>Evidence of <b>complaints lodged by migrants</b> and/or their descendants - % of total complaints <b>to equality bodies</b>, % of admissible complaints, statistics about outcomes of investigation, % of cases establishing discrimination. Please indicate differences between ethnic/migrant groups, geographic areas, gender and age, as well as trends in time.</p>	<p>The <b>Equality Authority</b> was a statutory body set up to work towards the elimination of unlawful discrimination, to promote equality of opportunity and to provide information to the public on equality legislation. It provided advice and support (and in some bases, legal assistance) to those bringing a claim to the Equality Tribunal but had no power to decide a case itself. In 2013, the Equality Authority was merged with the Human Rights Commission to form the Irish Human Rights and Equality Commission. The following data are taken from the Equality Authority's annual reports for 2011–2012, and relate to queries received by the Authority's Public Information Centre.<sup>44,45</sup></p> <p><b>Queries citing race as a ground for discrimination (under the Equal Status Acts):</b>  2012: n. 109 (9% of all queries for whom there was sufficient information to ascertain a ground)  2011: n. 109 (10%)  2010: n. 91 (11%)</p> <p><b>Queries citing race as a ground for discrimination (under the Employment Equality Acts):</b>  2012: n. 166 (9% of all queries for whom there was sufficient information to ascertain a ground)  2011: n. 149 (8%)  2010: n. 113 (4%)</p> <p>The <b>Equality Tribunal</b> is an independent state body that was set up to investigate or mediate all complaints of discrimination that fall under the relevant legislation outlined above, with the exception of complaints about licensed premises, such as clubs. It is an impartial forum that aims to remedy unlawful discrimination in Ireland.<sup>46</sup> The Workplace Relations Bill 2014 proposes to merge the Equality Tribunal with the Labour Relations Commission, Employment Appeals Tribunal and National</p>

<sup>43</sup> McGinnity, F, Watson, D and Kingston, G (2012) *Analysing the experience of discrimination in Ireland: Evidence from the QNHS equality module 2010*, ESRI, Dublin, available at <http://www.equality.ie/Files/Analysing-the-Experience-of-discrimination-in-Ireland.pdf>.

<sup>44</sup> These are available at <http://www.equality.ie/en/Publications/Annual-Reports/>

<sup>45</sup> The IHREC has not since published an annual report. In a telephone conversation with Laurence Bond, past director of the Equality Authority (2 February 2015), he stressed that the role of the Equality Authority was supportive only and that not all those who contacted the Authority was provided with support. He also confirmed that the Authority's annual reports comprised the only source of data on the number of queries lodged. No data were kept on outcomes.

<sup>46</sup> For further information on the functions of the Equality Tribunal, see [http://www.citizensinformation.ie/en/employment/enforcement\\_and\\_redress/equality\\_tribunal.html](http://www.citizensinformation.ie/en/employment/enforcement_and_redress/equality_tribunal.html).

		<p>Employment Rights Authority to form a single service called the <b>Workplace Relations Service</b>, under the Department of Jobs, Enterprise and Innovation. <b>Annex 8</b> presents statistical data about numbers of discrimination cases/complaints submitted to the Equality Tribunal.</p>
	<p><b>Tools, measures and positive initiatives aiming at facilitating reporting incidents of discrimination</b> – e.g. translation facilities to report and submit complaints in multiple languages – and <b>tackling under-reporting and low rights-awareness.</b></p>	<ul style="list-style-type: none"> <li>• The National Employment Rights Authority (NERA) has prepared the booklet <i>Guide to Employment Rights</i>, which is made available in the following languages: Arabic, Chinese, Czech, French, Latvian, Lithuanian, Polish, Portuguese, Romanian, Russian, Slovak and Spanish. All are available to download on the Workplace Relations website.<sup>47</sup></li> <li>• NERA has also prepared the booklet <i>Domestic Workers Rights</i>, which is made available in the following languages: Chinese, French, Hindi, Portuguese and Spanish.</li> <li>• ENAR Ireland (The Irish Network Against Racism) is a national network of anti-racism NGOs, which aims to work collectively to highlight and address the issue of racism in Ireland. They run iReport Online, a reporting system for individuals, communities and organisations in Ireland to document racist incidents, via an online form. This information is then used by ENAR Ireland to document the nature and incidence of racist incidents in Ireland, devise local strategies to combat their occurrence and, in some cases, to take action against those responsible.</li> <li>• One of the aims of the Garda Síochána’s Ethnic Liaison Officer programme (described above) is to provide support and advice to victims of racist incidents from ethnic minority communities.</li> <li>• The Immigrant Council of Ireland, a national voluntary organisation, provides the ICI Racist Incidents Support and Referral Service. This initiative provides a range of supports to people who have experienced or witnessed racism, while also aiming to monitor the incidence of racism in Ireland. Support services range from information, referrals, counselling and support in seeking legal representation.</li> </ul>
	<p>In particular, provide information about <b>any legal protection on grounds of nationality</b>, which is <b>not covered by the EU anti-discrimination Directives</b>,<sup>48</sup> but is a prohibited ground in several Member States. Please explain <b>how unequal treatment on the basis of</b></p>	<p>The <b>Employment Equality Act</b> 1998 came into force on 18 October 1999, and was amended on 25 October 2004 by the Equality Act 2004 and again in 2011. This Act deals specifically with discrimination within employment, as it relates to any of these nine grounds: gender; marital status; family status; sexual orientation; religion; age; disability; race; and membership of the Traveller community. Regarding race, the discriminatory ground is that the person being discriminated against is ‘of different race, colour,</p>

<sup>47</sup> See [http://www.workplacereactions.ie/en/Publications\\_Forms/Other\\_Language\\_Publications/](http://www.workplacereactions.ie/en/Publications_Forms/Other_Language_Publications/).

<sup>48</sup> As of Art. 3.2 of the Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin.



	<p><b>nationality is treated</b> and provide exemplary cases, if any. Please provide information on the relevant practice and <b>case law (use template in Annex 9)</b></p>	<p>nationality or ethnic or national origins'.<sup>49</sup> These Acts address most employment issues, such as dismissal, equal pay, harassment and sexual harassment, working conditions, promotion and access to employment.</p> <p>The <b>Equal Status Act</b> came into force on 25 October 2000 and was later amended by the Equality Act 2004 on 19 July of that year. This prohibits discrimination in the provision of goods and services, on the same nine grounds outlined above. Both the Equal Status Act 2000 and the Equality Act 2004 seek to implement the EU Race Directive.<sup>50</sup> Victimisation is also covered by equality legislation.</p> <p>Unequal treatment on the basis of nationality falls under 'race' as a grounds for discrimination and is treated in the same way as any other case involving unequal treatment, as follows:</p> <ul style="list-style-type: none"> <li>• Complaints that fall under the Equal Status Acts must be brought to the attention of the person against which the complaint is being made within two months of the last act of discrimination.</li> <li>• All complaints (those relating to employment and outside the workplace) must then be brought to the Equality Tribunal within six months of the last act of discrimination.<sup>51</sup></li> <li>• In some cases, the Equality Tribunal offers mediation, at the end of which both parties sign a legally binding agreement. In cases where agreement is not met or where mediation was not offered, an investigation of the case takes place, at the end of which a Tribunal Equality Officer issues a legally binding decision.</li> </ul> <p>Remedies include compensation, an order for equal pay or equal treatment, and/or an order that somebody take a specified action. Advice is not offered to either party, as the Tribunal must remain impartial. However, in certain cases, advice is provided by The Irish Human Rights and Equality Commission – a separate organisation set up to provide information to the public on equality law, and also to provide guidance and support in certain cases, on a discretionary basis (see above for more detail).<sup>52</sup></p>
	<p>Please provide information about the application of the legislation concerning</p>	<p>The <b>Equal Status Acts</b> covers services provided by public authorities. However, the definition of public services in these Acts make no reference to An Garda</p>

<sup>49</sup> Consolidated Act, p. 15, available at <http://www.irishstatutebook.ie/1998/en/act/pub/0021/>

<sup>50</sup> For further information, see <http://www.ihrec.ie/your-rights/what-is-equality/frequently-asked-question1.html>

<sup>51</sup> The only exception is complaints against licensed premises, which must be brought to the complainant's local district court.

<sup>52</sup> Equality Tribunal (revised 2014) *Guide to procedures in equal status cases – Investigating complaints under the Equal Status Acts 2000 to 2012*, Equality Tribunal, Dublin, available at

[http://www.workplacerelations.ie/en/Publications\\_Forms/Guide-to-Procedures-in-Equal-Status-Cases.pdf](http://www.workplacerelations.ie/en/Publications_Forms/Guide-to-Procedures-in-Equal-Status-Cases.pdf); Equality Tribunal (2014) *Guide to procedures in employment equality and pension cases – Investigating complaints under the Employment Equality Acts 1998–2011 and Part VII of the Pensions Acts 1990–2013*, Equality Tribunal, Dublin, available at [http://www.workplacerelations.ie/en/Publications\\_Forms/Guide-to-Procedures-in-Employment-Equality-Cases.pdf](http://www.workplacerelations.ie/en/Publications_Forms/Guide-to-Procedures-in-Employment-Equality-Cases.pdf).

	<p>discrimination against migrants – on any ground – in accessing law enforcement and judiciary services. In particular please clarify whether and when the latter are considered and treated, or not, as services available to the public, therefore falling within the scope of the directives and the jurisdiction of Equality Bodies.<sup>53</sup></p>	<p>Síochana (police) or the judiciary services.<sup>54</sup> In 2001, the Equality Authority raised concern when a case was taken against An Garda Síochana by a member of the Travelling community (an indigenous ethnic minority group). In this case, a member of the Travelling community was prosecuted for owning one of four horses found on a public road. While he admitted to owning the horse, he claimed he had been discriminated against because the other three horses were owned by members of the majority population, who had not been prosecuted. In investigating the case, the Equality Officer found that the investigation and prosecution of crime by the Gardaí are not services available to the public as defined by equal status legislation, and therefore the complaint was outside the scope of the Equal Status Act. In responding to this, the then CEO of the Equality Authority called for an 'explicit clarification in the Equal Status Act that its provisions cover the Garda Síochána in all aspects of their work'.<sup>55</sup> This has not yet occurred. Voluntary organisations have since repeated this call for an amendment to the Acts so that they include An Garda Síochana.<sup>56</sup></p>
<p>Please provide statistical data about numbers of discrimination cases/complaints submitted to competent bodies (Equality Bodies, Administrative Courts), as well as about their outcomes <b>(use the tables in the Annex 8)</b></p>		

## 2.2. Implementation of equal treatment of various permit holders

	<p>Please summarize <u>briefly</u> in this section any key issues affecting the implementation of equal treatment of permit holders, as defined by the following EU legislation; these could be, for example, practical issues and bottlenecks, administrative delays, coordination and cooperation of public authorities, etc.</p> <p>Please substantiate findings, as far as possible, through formal evaluations, as well as research or studies and case law (use template in Annex 9). Please bear in mind that no assessment of the <u>legal transposition</u> process is required. In regard to the five categories below, please provide <u>statistical data</u> issued in 2014 or valid on 31.12.14.</p>
<p>2.2.1. <u>Long Term Residence (LTR) status holders</u> (Art.11 of the Directive <a href="#">2003/109/EC</a>)</p>	<p>This Act does not apply to Ireland.</p>
<p>2.2.2. <u>Single-permit procedure permit holders</u> (Art.12 and 13 of the Directive <a href="#">2011/98/EU</a>)</p>	<p>In accordance with the Protocol (No 21) on the Position of the United Kingdom and Ireland in respect of the Area of Freedom, Security and Justice, annexed to the</p>

<sup>53</sup> Please note that these are considered non-economic services by the EU Commission (Services of general interest, including social services of general interest: a new European commitment, COMM 725 (2007) of 20 November 2007, yet not always they are considered by Equality Bodies to fall in the areas of application of the anti-discrimination directives.

<sup>54</sup> See <http://www.irishstatutebook.ie/2000/en/act/pub/0008/index.html>

<sup>55</sup> See Equality Authority (2001) *Garda equality case raises urgent issues* – Press release, available at <http://www.equality.ie/en/Press-Office/Garda-Equality-Case-Raises-Urgent-Issues.html>.

<sup>56</sup> For example, see Irish Traveller Movement (2014) *Submission to the Committee on Justice, Defence and Equality into the effectiveness of the legislation relating to oversight of An Garda Síochana*, available at [http://itmtrav.ie/uploads/publication/ITM\\_Submission\\_in\\_relation\\_to\\_Garda\\_Oversight\\_April\\_2014.pdf](http://itmtrav.ie/uploads/publication/ITM_Submission_in_relation_to_Garda_Oversight_April_2014.pdf).

	Treaty on European Union, Ireland has not taken part in the adoption of Directive 2011/98/EU.
2.2.3. <u>Blue card holders</u> (Art.14 and 12 of the Directive <a href="#">2009/50/EC</a> )	In accordance with the Protocol (No 21) on the Position of the United Kingdom and Ireland in respect of the Area of Freedom, Security and Justice, annexed to the Treaty on European Union, Ireland has not taken part in the adoption of Directive 2009/50/EC.
2.2.4. <u>Family reunification permit holders</u> (specifically in terms of access to labour market - Art. 14 of Directive <a href="#">2003/86/EC</a> )	This Act does not apply to Ireland.
2.2.5. Beneficiaries of international protection long term residence status holders <sup>57</sup>	In accordance with the Protocol (No 21) on the Position of the United Kingdom and Ireland in respect of the Area of Freedom, Security and Justice, annexed to the Treaty on European Union, Ireland has not taken part in the adoption of Directive 2011/51/EU.

## 2.3. Key developments and trends

<p>Please include in this section key developments in the area of equal treatment and anti-discrimination that concern only migrants and/or their descendants. Key developments may be new legislation or policies, abolition, update, improvement or reform of existing ones, as well as important case law, court, equality body or administrative cases, that have had or may have an impact on the implementation of the anti-discrimination legislation and equal treatment policies that related to the rights of migrants and/or their descendants (for presentation of case law, use template in Annex 9). Such</p>	<p><b>Immigrant, Residence and Protection Bill 2010</b></p> <p>Ireland’s immigration system has long been characterised by temporary residence permits, an absence of clear regulations, delays and a lack of transparency in some areas.<sup>58</sup> Of particular concern, Ireland does not have a statutory long-term residence status. These issues will be partly addressed by the enactment of the Immigration, Residence and Protection Bill 2010 (the third version of this Bill).<sup>59</sup> When enacted, this Bill will replace existing immigration legislation. It will put in place various administrative procedures regarding immigration, such as those related to visa applications and long-term residence into legislation. It also proposes a new, integrated application process for protection to replace applications for the separate categories of refugee status, subsidiary protection and leave to remain.</p> <p>The migrant voluntary sector and other external commentators have expressed frustration with the continued delays regarding the enactment of this Bill and urged the government to expedite this in order to ‘enshrine the rights of migrants and their families’.<sup>60</sup> At</p>
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<sup>57</sup> As per recitals 6 and 7 of Directive [2011/51/EU](#) of the European Parliament and of the Council of 11 May 2011 amending Council Directive 2003/109/EC to extend its scope to beneficiaries of international protection Text with EEA relevance

<sup>58</sup> See for example, Irish Times, Immigrant Council of Ireland says migrants left “in limbo” by migration policy, 29 December 2014, available at <http://www.irishtimes.com/news/social-affairs/ici-says-migrants-left-in-limbo-by-immigration-policy-1.2050476>.

<sup>59</sup> Ireland, The Immigration, Residence and Protection Bill 2010, 2010, available at <http://www.inis.gov.ie/en/INIS/IRP%20Bill%202010.pdf/Files/IRP%20Bill%202010.pdf>

<sup>60</sup> NASC (2014) *Submission to OPMI on the development of a migrant integration policy*, available at [http://www.integration.ie/website/omi/omiwebv6.nsf/page/AXBN-9LDNWX18501624-en/\\$File/NASC.pdf](http://www.integration.ie/website/omi/omiwebv6.nsf/page/AXBN-9LDNWX18501624-en/$File/NASC.pdf); Other submissions that also addressed this concern include those from the Economic and Social Research Institute and the Citizens

	<p>developments may also affect the actual situation on the ground, including public debates and perceptions among the native population and migrants.</p>	<p>the same time, however, aspects of this Bill have been criticised by the voluntary sector on a range of grounds, some of which relate to equal treatment. A briefing paper prepared by NASC in conjunction with seven other voluntary migrant organisations flagged a number of concerns, including the following:</p> <ul style="list-style-type: none"> <li>• A lack of clarity and transparency, which they feel would lead to continued dependence on the discretion of the Minister for Justice;</li> <li>• A provision allowing for summary removal, which ‘creates a position whereby vulnerable migrants and those in need of protection could be removed without having had access to justice and fair procedures’;</li> <li>• A failure to adequately facilitate access to justice, such as an independent appeals body;</li> <li>• A protection system which, though more efficient, does not ensure fairness, because it lacks ‘the procedural protections which would counter the assumption that those seeking protection in Ireland are not in fact “genuine refugees”’;</li> <li>• that it does not adequately address family reunification;</li> <li>• that it does not provide adequate protection for vulnerable subgroups of migrants, such as victims of trafficking, victims of domestic abuse and those who have become unlawfully resident in Ireland.<sup>61</sup></li> </ul> <p><b>Forthcoming national integration strategy</b></p> <p><i>Migration Nation (2008)</i> reiterates the government’s commitment to developing a new national integration strategy that is based on equality principles, which was previously made in <i>A Programme for Government (2011)</i>. As outlined above, this forthcoming strategy is expected later in 2015.</p> <p><b>Merging of key state agencies</b></p> <p>The Public Service Reform Plan 2014–2016 (2012) set out a radical streamlining of various state agencies as a key deliverable.<sup>62</sup></p> <p>In 2013, the Equality Authority merged with the Human Rights Commission to form the Irish Human Rights and Equality Commission; legislation for this followed in the Irish Human Rights and Equality Commission Bill in 2014. The various functions of the new body include ‘to undertake, sponsor or commission, or provide financial or other assistance for programmes of activities and projects for the promotion of integration of migrants and other minorities, equality (including gender equality)</p>
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Information Bureau, all available at <http://www.integration.ie/website/omi/omiwebv6.nsf/page/NewIntegrationStrategy-callforsubmissions-submissions-en>.

<sup>61</sup> NASC (2011) *NGO coalition briefing paper on the Immigrant, Residence and Protection Bill*, available at [http://www.nascireland.org/wp-content/uploads/2012/02/NGO-Coalition-Briefing-Paper-IRP-Bill-2010\\_FINAL.pdf](http://www.nascireland.org/wp-content/uploads/2012/02/NGO-Coalition-Briefing-Paper-IRP-Bill-2010_FINAL.pdf). Other NGOs involved: Irish Refugee Council, AkiDwA, Crosscare Migrant Project, Immigrant Council of Ireland, MRCI and the Integration Centre.

<sup>62</sup> Department of Public Expenditure and Reform (2012) *Public sector reform plan 2014–2016*, available at <http://www.reformplan.per.gov.ie/2014/>.

		<p>and respect for diversity and cultural difference'. However, since 2008, both bodies had seen their budgets reduced considerably (see Section 1 for further detail). This has had a negative impact on the number of cases that have been provided with support. For example, in 2007, the Equality Authority's Casework Statistics report detailed that support was provided for a total of 328 cases regarding the Equal Status Acts, 32 of which fell under the grounds of 'race'. But by 2011, the total number of cases taken on was down to 120, nine of which related to 'race'.<sup>63</sup> (No casework report has been published since the merger.) The Equality and Rights Alliance, a coalition of 170 civil society groups and activists, published a response to this Bill last year, which made a number of recommendations.</p> <p>As described in Section 1, another important development is the on-going rationalisation of all employee rights/industrial relations institutions, including the Equality Authority, the National Employment Rights Agency (NERA) and others.<sup>64</sup></p> <p><b>New Subsidiary Protection Scheme</b></p> <p>On 14 November 2013, a new Subsidiary Protection Scheme was established in Ireland (Statutory Instrument No. 426/2013). This was introduced in order to address issues of concern that emerged following the judgment of the High Court in January 2013 in the case of MM and the Minister for Justice and Equality, Ireland and the Attorney General (No.3) (Record No. 2011/8JR). While these issues were being considered, the processing of 3,800 subsidiary protection claims was postponed. Previously, all such judgements were paper-based, while under the new Regulations, applicants are interviewed and also have the opportunity of an appeal. The Instrument also transferred the processing of such claims from the Minister for Justice and Equality to the Office of the Refugee Applications Commissioner (ORAC).</p> <p><b>Changes to work concessions for non-EEA students</b></p> <p>In September 2014, changes to the work concessions were announced for non-EEA students with Immigration Stamp 2 by the Ministers for Education and Skills and for Justice and Equality. Prior to these changes, which came into effect on 1 January 2015, non-EEA students were only permitted to work up to 20 hours per week during the college term and up to 40 hours during holiday periods. These working permissions have now</p>
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<sup>63</sup> Equality Authority (2008) *Casework report 2007*, available at <http://www.equality.ie/en/Publications/Casework-Reports/Casework-Report-2007.html>; Equality Authority (2012) *Casework report 2011*, available at <http://www.equality.ie/en/Publications/Casework-Reports/Casework-Report-2011.html>.

<sup>64</sup> Houses of the Oireachtas, Dáil (Parliament) Debates (2013) *Parliamentary question No. 398 – Merger of state bodies*, 5 March 2013, available at <http://oireachtasdebates.oireachtas.ie/debates%20authoring/debateswebpack.nsf/takes/dail2013030500081?opendocument#WRU01150>.

		been standardised; students holding a valid immigration stamp 2 are now permitted to work 40 hours per week for a four-month period (1 May – 31 August and 15 December –15 January). At any times outside these dates, they will only be permitted to work 20 hours per week.
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### 3.Participation of migrants and their descendants in society

#### 3.1.Political rights at national level

##### 3.1.1.Citizenship acquisition

	<p>In this section please provide information about the specific requirements and criteria for citizenship acquisition, if any, that relate to the applicants active participation in society, genuine links or bond to the society or the country, schooling period or other 'socialization' requirements. -Path to citizenship for foreign born third country nationals (the so-called '1st generation')</p>	
	<p>Please provide information about the specific requirements and criteria for citizenship acquisition, if any, that relate to the applicants active participation in society, genuine links or bond to the society or the country, schooling period or other 'socialization' requirements.</p> <p>Path to citizenship for country-born (so-called '2nd generation') and country-grown migrant children (so-called '1,5 generation')</p>	<p>Naturalisation is the process whereby a foreign national living in Ireland may apply to become an Irish citizen. All naturalisation applications are decided by the Minister for Justice, Equality and Law Reform. Both EEA and non-EEA applicants for citizenship must be resident in Ireland for a specified period of time before being eligible. Among a range of other eligibility criteria, applicants must make a declaration of fidelity to the nation and loyalty to the State, and undertake to observe the laws of the State and respect its democratic values. None of the eligibility criteria relates directly to applicants' active participation in society. There is no language requirement or integration test to become a citizen.<sup>65,66</sup></p> <p>Regarding country-born migrant children, anyone born in Ireland after 1 January 2005 to parents of whom at least one is an Irish or British citizen or is entitled to reside in the island of Ireland without any restrictions on their residence, is entitled to Irish citizenship. Anyone born on the island of Ireland after 1 January 2005 whose parents do not fall into the above description is only entitled to Irish citizenship if, during the four year period immediately preceding their birth, one of the parents was resident in the island of Ireland for a period of not less than three years and neither parent was entitled to diplomatic immunity in the State. Certain residence is not seen as reckonable, including unlawful residence, residence granted for the purpose of study and periods where there was a</p>

<sup>65</sup> Website of the Irish Naturalisation and Immigration Service (INIS): <http://www.inis.gov.ie/en/INIS/Pages/Citizenship>

<sup>66</sup> The spouse of an Irish citizen can obtain Irish citizenship by making a declaration of acceptance of Irish citizenship, though this cannot happen earlier than three years after the marriage took place. Prior to 30 November 2005, it was possible for a spouse of an Irish citizen to become an Irish citizen simply by lodging a post-nuptial declaration at an Irish Embassy or Consulate. Since the Irish Nationality and Citizenship Act 2001 was enacted, a spouse must apply to the Department of Justice, Equality and Law Reform for citizenship via the process of naturalisation.

		<p>provisional permission to reside granted pending determination of an asylum application.<sup>67</sup></p> <p>Migrant children who move to Ireland to join their parent(s) must register with the Garda National Immigration Bureau (GNIB) before they can apply for citizenship (this only relates to children of an Irish citizen).</p>
	<p>Debates, issues and challenges concerning the implementation of citizenship policies</p>	<p>In November 2014, a joint statement issued by NASC and the Immigrant Council of Ireland stated that <b>costs and bureaucracy</b> remain barriers to people who wish to acquire citizenship in Ireland. Despite recent reforms to the process, the statement points out that associated fees in Ireland are among the highest in the world. It also argues that an appeals system needs to be introduced to the process.<sup>68</sup></p> <p>The Migrants Right Centre Ireland (MRCI) have criticised Irish citizenship policy regarding the <b>1.5 generation</b> – specifically non-EU migrant children who came to Ireland to join their parents, in relation to how it negatively impacted on their access to third-level education. However, this was addressed on 25 July 2013, when the Minister for Education and Skills announced changes in the third level fees structure for migrant students, whereby non-EEA students who acquire citizenship during their college course became no longer required to pay the full (international) college fees.<sup>69</sup></p>
	<p>Key developments and trends – case law (<b>please use the template in the Annex 9</b> to provide information about the cases – here only a simple reference to the case name is required) or new provisions and reforms.</p>	<p><b>Regarding migrant children born in Ireland:</b> In 2003, an 'Irish born child' Supreme Court ruling withdrew the process whereby migrant parents in the Republic of Ireland had the right to apply to remain to give 'care and company' to their citizen children.<sup>70</sup> . This was followed in 2004 by the Irish government holding a referendum on citizenship, in which nearly 80% of the electorate voted in favour of rescinding the right to birth-right citizenship for all children born in the island of Ireland regardless of their parentage.<sup>71</sup> The introduction of new legislation (Twenty-seventh Amendment of the Constitution Act, 2004) meant that automatic citizenship became restricted to children born in Ireland who have one parent who is a citizen or is entitled to citizenship.<sup>72</sup></p>
	<p>Please indicate key and/or milestone dates – e.g. of major reforms - regarding citizenship</p>	<p>See above re: children born in Ireland.</p>

<sup>67</sup> Irish Naturalisation and Immigration Service (INIS), 'Citizenship', at <http://www.inis.gov.ie/en/INIS/Pages/Citizenship>

<sup>68</sup> See <http://www.nascireland.org/latest-news/joint-statement-citizenship-nasc-immigrant-council/>.

<sup>69</sup> Department of Education and Skills (2013), Press release, available at <http://www.education.ie/en/Press-Events/Press-Releases/2013-Press-Releases/PR13-07-25.html>.

<sup>70</sup> Lobe & Ors v. Minister for Justice, Equality & Law Reform, Osayande & Anor v. Minister for Justice, Equality & Law Reform and ors, [2003].

<sup>71</sup> Elections Ireland (2004) '27<sup>th</sup> amendment: Irish citizenship', at <http://electionsireland.org/results/referendum/refresult.cfm?ref=2004R>.

<sup>72</sup> Ireland, Twenty-seventh Amendment of the Constitution Act, 2004, 24 June 2004, available at <http://www.irishstatutebook.ie/2004/en/act/cam/0027/print.html>.

	<p>acquisition for migrants and/or their descendants.</p>	<p>Despite continued criticisms of the naturalisation process in Ireland, a series of reforms under the last Minister for Justice, Equality and Law Reform (Alan Shatter) led to a substantial reduction in the length of time it takes for an application to be processed. Previously, this was an issue for serious concern; on 9 March 2011, when the current government came into office, there was a backlog of approximately 22,000 citizenship applications awaiting decision, approximately 17,000 of which had been awaiting decision for in excess of six months with an average waiting time of 26 months.<sup>73</sup> Reforms included the replacement of a complex citizenship application form with a more straightforward one (previously, a high proportion of applications were returned to the applicant because of incorrect completion of the form); reduction of the application process to six months except in exceptional circumstances; and the introduction of a citizenship ceremony for successful applicants. According to a statement by the then Minister in 2013, by that stage 80% of cases were being processed within six months, contrasting with an average of 2–3 years in 2008.<sup>74</sup></p> <p>The European Court of Justice judgment in the Zambrano case was another key milestone impacting on the policy of the Irish Naturalisation and Immigration Service (INIS).<sup>75</sup> The Irish legal system has been criticised for failing to give sufficient weight to the rights and best interests of children, as provided for by Article 41 of the Irish Constitution and Article 8 of the European Convention on Human Rights. This improved through the Zambrano ruling of the Court of Justice of the EU, which ruled that a non-EU national parent of an EU citizen child has a right to reside within an EU member state and be granted a work permit, so as to ensure that the EU citizen child can benefit from their rights as an EU citizen. This facilitated the Irish courts to prioritise primacy to these children’s rights regarding their citizenship.<sup>76</sup></p>
	<p>Naturalisation rate – % of migrants that have been naturalized compared to migrant stock and to general population – listing the most numerous groups on the basis of their previous nationality, by gender and age-group if</p>	<p>The most recent statistics on the naturalisation rate in Ireland are those provided by Eurostat (2012). In that year, 5.5 citizenships were granted per 1,000 inhabitants in Ireland, which was the second highest rate found in the EU (the highest being Luxembourg). The EU average rate for that year was 1.6 citizenships per 1,000 inhabitants. Of 25,000 citizenships granted in Ireland in 2012, 1,400 were granted to citizens of</p>

<sup>73</sup> Department of Justice, Equality and Law Reform, ‘Minister Shatter introduces major changes to citizenship application processing regime’, at <http://www.justice.ie/en/JELR/Pages/PR11000088>

<sup>74</sup> Statement available [here](#).

<sup>75</sup> Case C-34/09 – Gerardo Ruiz Zambrano v Office National de l’Emploi.

<sup>76</sup> For a further exploration of this complex issue, see Murphy, C (2013), ‘Family rights and deportation in Ireland: Ongoing issues in the “Irish-born child” cases’, 1 July 2013, available at <http://humanrights.ie/children-and-the-law/family-rights-and-deportation-in-ireland-on-going-issues-in-the-irish-born-child-cases/>; and Thornton, T (2011) ‘Impact of the CJEU decision: Zambrano and Irish law’, 9 March 2011, available at <http://humanrights.ie/children-and-the-law/impact-of-the-cjeu-decision-zambrano-and-irish-law/>.



	<p>available. <b>Please provide the latest available data.</b> The most recent data provided by <u>Eurostat</u> concern the year 2012.</p>	<p>another EU Member State and 23,600 were granted to citizens of a non-EU country. In total, 4.6 citizenships were granted per 100 resident foreigners.<sup>77</sup> This relatively high rate in Ireland has been largely attributed to the recent reforms to the naturalisation process (see above).</p> <p>Regarding the age profile of those granted citizenship, the lowest share of older new citizens (aged 65 years and over) were recorded in Ireland, at 0.4%.<sup>78</sup></p>
<p>Numbers of naturalisations and citizenship acquisitions in the last 2 years (in 2013 and in 2014) by mode of acquisition, by gender and age-group if available, and for the 10 most numerous groups on the basis of their previous nationality <i>Please provide the latest available statistics - (please use the relevant table in the Annex 6)</i></p>		

### 3.1.2. National elections voting rights – turnout

	<p>Third county nationals are allowed in exceptional cases to vote in national elections. In this section please provide the specific requirements and criteria for participation of citizens of migrant background (and third country nationals in the very few cases where this is foreseen) in national elections, as well as any available data on their voting turnout. Please specify any differences in different geographic areas or by type of national level voting circumstances (e.g. parliament, referendum, president of the republic etc.). In addition to official data and also if such data are not available, make reference to any relevant quantitative or qualitative academic research concerning the exercise of the right to vote and related drivers and barriers.</p>	<p>In Ireland, entitlement to vote depends on citizenship: Irish citizens may vote at every national election and referendum; British citizens may vote at Dáil elections and European elections; and other European Union (EU) citizens may vote at European elections. Only Irish citizens can vote in presidential elections.</p> <p>Data has not been collected or analysed regarding the migrant status of registered voters for national, Dáil or European elections or for referendums.<sup>79</sup></p> <p><b>Barriers</b></p> <p>Over recent years, migrant advocacy groups and academics have raised concern over barriers to exercising the right to vote for migrants with Irish citizenship. The main barriers here are: a lack of information about their right to vote among some migrants with Irish citizenship; and a perception that political candidates ‘don’t bother’ to engage with migrants in their election campaigns, because they assume they don’t have the right to vote.<sup>80</sup> A 2009 academic article on the subject stated that ‘new immigrants face formidable barriers to participation, including lack of information, lack of access to political networks and different histories of political socialization’.<sup>81</sup> Other highlighted barriers include:</p> <ul style="list-style-type: none"> <li>• The bureaucratic nature of the naturalisation process, which discouraged long-term residents from participating in Dáil elections;</li> </ul>
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<sup>77</sup> See Eurostat (2014) News release, available at <http://ec.europa.eu/eurostat/documents/2995521/6491819/3-18112014-AP-EN.PDF/d22e0fff-5137-4023-91b1-0ad1fe41a5b5>

<sup>78</sup> Eurostat (2014) Acquisition of citizenship statistics, available at [http://ec.europa.eu/eurostat/statistics-explained/index.php/Acquisition\\_of\\_citizenship\\_statistics](http://ec.europa.eu/eurostat/statistics-explained/index.php/Acquisition_of_citizenship_statistics).

<sup>79</sup> Available data on these election types concerns general voter turnout rate, VAP turnout (the percentage of the voting age population that voted), the percentage of invalid votes and whether or not voting is compulsory ([IDEA](#)).

<sup>80</sup> Irish Times, ‘Call for election focus on immigrants’, 17 February 2011, available at <http://www.atlanticphilanthropies.org/news/call-election-focus-immigrants>. Consultation with the Migrant Rights Centre of Ireland (MRCI) for this study confirmed that this is an issue for concern.

<sup>81</sup> Dobbs, E (2009) *Navigating networks: Local government, civil society and political integration in Ireland*, Trinity Immigration Initiative, p. 2, available at <https://www.tcd.ie/immigration/css/downloads/Dobbs.pdf>

		<ul style="list-style-type: none"> <li>• Some immigrants may not feel comfortable visiting a Garda station in order to register to vote (regarding local elections only);</li> <li>• The electoral system in Ireland (PR-STV) is quite complex, particularly the transferal of votes into seats – awareness needed improvement here.</li> <li>• A member of a local authority with a migrant background argued that the PR-STV system means that ‘will never get enough transfers to see them through’.<sup>82</sup></li> </ul> <p>The ICI and The Integration Centre have advocated for the extension of national voting rights to long-term residents who do not have Irish citizenship. Other commentators have noted that ‘immigrants [in Ireland] would not have political clout until a significant number became Irish citizens’.<sup>83</sup> According to the OECD, long-term residents’ voter turnout in Ireland is more than 10 percentage points higher than the turnout of immigrants in general.<sup>84</sup></p> <p><b>Absence of an Electoral Commission</b></p> <p>Unlike many EU countries, Ireland does not have an Electoral Commission; instead, responsibility for the electoral process is dispersed across the Department of the Environment, Community and Local Government, 31 local authorities and various state agencies. The establishment of such a Commission is proposed to take place in the future, though no set plans have yet emerged for this.<sup>85</sup> This was alluded to as far back as the 2010 report of the Joint Committee on the Constitution, where it was considered that this Commission would be ideally placed to address certain barriers to political participation faced by migrants, namely:</p> <ul style="list-style-type: none"> <li>• Low awareness and in many cases absence of information in different languages (absence of targeted information)</li> <li>• Voting registration barriers.</li> </ul> <p><b>Drivers</b></p> <p>Less attention has been placed on drivers regarding this issue in the research literature. However, a poll conducted in 2012 of TDs’ attitudes towards immigrants gave some indications of possible future drivers among the political sphere. It showed a large increase in the number of TDs who agree that the right to vote should be granted to migrants who were</p>
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<sup>82</sup> Houses of the Oireachtas (2012) *Joint Committee on the Constitution, Fourth report: Review of the electoral system for the election of members to Dáil Éireann*, available at [http://www.oireachtas.ie/documents/committees/30thdail/j-constitution/report\\_2008/20100722.pdf](http://www.oireachtas.ie/documents/committees/30thdail/j-constitution/report_2008/20100722.pdf).

<sup>83</sup> Irish Times, ‘Number of migrants voting in local elections rises 44%’, 16 June 2010, available at <http://www.newcommunities.ie/news/2010/06/16/number-of-migrants-voting-in-local-elections-rises/>.

<sup>84</sup> Cited in European Commission (2013) *Using EU indicators of immigrant integration*.

<sup>85</sup> Irish Times, ‘New Electoral Commission must have teeth and proper resources’, 6 November 2014.

		resident in Ireland for three years – rising from 16% in 2011 to 48% in 2012. <sup>86</sup>
	Please indicate any programmes or information campaigns aiming at informing citizens of migrant background about their political rights and encouraging the exercise of the right to vote.	<p>In 2009, Dublin City Council launched an initiative to encourage voter registration among the migrant community in Dublin. Its aims were to launch a multi-lingual voter education campaign and conduct 'train the trainer' programmes, whereby grassroots community activists would engage with group training sessions on voting and outreach and then return to their communities to draw new voters onto the electoral register. It had high visibility in the media and on public transport and may have led to an increase in the number of migrants on the electoral register, thereby increasing the likelihood of them being canvassed by politicians. One commentator, however, noted that while it may have helped people to overcome 'the formal information gap' (e.g. regarding people's right to vote, how to register and how to fill out a ballot), because it was non-partisan it "could not fully address the 'informal' information gap: the symbolism of the names and parties on the ballots, or the informal face-to-face interaction with Irish political actors through organizational membership".<sup>87</sup></p> <p>In March 2009, Dun Laoghaire-Rathdown County Council ran the Voter Mobilisation Campaign, the purpose of which was to mobilise migrant voters to register and vote in the Local and European (where eligible) elections in June 2009. This campaign had three strands: Production of an Educational Booklet; Advertising Campaign and Voter Participation Mock Sessions. It was underpinned by the local anti-racism and diversity plan. It also served as an educational tool for non-migrant residents of the county, who were informed through the wide distribution of information that non-Irish and non-English residents were entitled to participate in society through local elections and should be encouraged to do so.</p> <p>In June 2010, the New Communities Partnership and the Africa Centre launched the Voter Registration and Education Campaign, with the aim of supporting 10,000 immigrants in Dublin, Cork, Limerick and Galway to register their vote for the local elections held on 5 June 2009. In total, 15,681 immigrants registered to vote in those elections, a 44% increase on the number on previous years.<sup>88</sup></p> <p>In February 2011, the ICI launched the 'Count Us In' campaign, which was an advocacy campaign, calling on the government to increase migrant representation</p>

<sup>86</sup> Millward-Brown Lansdowne (2012) *Attitudes towards immigration and immigrant policy among TDs*, The Integration Centre, cited in [The Integration Centre](#) (2012).

<sup>87</sup> Dobbs (2009) *Navigating networks: Local government, civil society and political integration in Ireland*, Trinity Immigration Initiative, p. 2, available at <https://www.tcd.ie/immigration/css/downloads/Dobbs.pdf>

<sup>88</sup> New Communities Partnership (2009) *Our vote can make a difference*, available at [http://www.newcommunities.ie/download/pdf/front\\_cover\\_full\\_colour.pdf](http://www.newcommunities.ie/download/pdf/front_cover_full_colour.pdf)

		<p>in the Seanad and canvassers to increase their awareness of migrants' needs.</p> <p>In November 2013, Dublin City Council (DCC) launched a second Migrants Voters Registration Information Campaign. This campaign involved DCC, the city's Mayor and immigrant organisations working together to raise awareness in the migrant community about voting rights and the registration process. It involved the distribution of posters to migrant organisations and libraries, translated into 17 languages, as well as a billboard and newspaper ad campaign.<sup>89</sup></p> <p>In October 2013, the 'Vote! You're at Home' campaign was launched. Focusing on the Polish community in Ireland, it was launched by Forum Polonia and the Schools for Leaders Association. It involved various activities to raise awareness among Polish people in Ireland about their right to vote and the voting process in Ireland, as well as a local government training programmes for Polish activists who want to engage in local politics in Ireland.<sup>90</sup></p> <p>As noted above, under the last Minister for Justice, Equality and Law Reform, citizenship ceremonies were introduced for those who gained Irish citizenship. In 2014, the Cork Citizenship Ceremony was marked by a drive to increase voter registration among migrants who have Irish citizenship, whereby information was provided by the organisation NASC at the ceremony.<sup>91</sup></p>
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### 3.1.3. National level election – representation

	<p>The number of <b><u>candidates</u></b> with migrant background (where available, specify own or parent's country of birth) at the latest national level elections (specify date)</p>	<p>The last general election in Ireland was held on 9 February 2011. There were 564 candidates in total, running for 166 seats. Of these, according to the organisation CrossCare, only 'approximately three were naturalised Irish citizens', representing 0.5% of all candidates.<sup>92</sup></p>
	<p>The number of <b><u>elected representatives</u></b> with migrant background at national level (e.g. parliament, senate)</p>	<p>Of the 166 elected representatives in Dáil Eireann, none is a first-generation migrant.</p> <p>Of the 60 Members of the Seanad (Senate), Catherine Zappone, an American and naturalised Irish citizen, was nominated to the Seanad by the Taoiseach.<sup>93</sup></p>

<sup>89</sup> Dublin City Council (2013) 'Launch of Migrant Voters Campaign', available at <http://www.dublin.ie/arts-culture/migrant-voters-campaign.htm>

<sup>90</sup> Forum Polonia (2013) 'Poles enter Irish politics' 2 September 2013, available at

<http://www.jestesusiebie.org/en/engaging-polish-community-in-local-communities-and-elections/>

<sup>91</sup> NASC (2014) 'Joint statement on citizenship from NASC and Immigrant Council', available at

<http://www.nascireland.org/latest-news/joint-statement-citizenship-nasc-immigrant-council/>

<sup>92</sup> Crosscare 'Living in Ireland: Description of the scheme', at

[http://www.livinginireland.ie/mobile/english/opening\\_power\\_to\\_diversity/description\\_of\\_the\\_scheme/](http://www.livinginireland.ie/mobile/english/opening_power_to_diversity/description_of_the_scheme/)

<sup>93</sup> The [Report on Seanad Reform](#), prepared by the Seanad Éireann Committee on Procedure and Privileges (Sub-committee on Seanad Reform) in 2004, recommended that 'In nominating senators, the Taoiseach should have regard to the capacity of his nominees to represent emigrants, immigrants and under-represented groups in Irish society. This should be provided for in legislation'. However, this recommendation was never implemented. The ICI, in its Count Us In campaign, also called for a migrant representative in the Seanad. Reference: Seanad Éireann Committee on Procedures and Privileges Sub-committee on Seanad Reform (2004) *Report on Seanad Reform*, available at

[http://www.oireachtas.ie/documents/committees/29thdail/subcomonseanadreform/Report\\_on\\_Reform\\_of\\_the\\_Seanad.pdf](http://www.oireachtas.ie/documents/committees/29thdail/subcomonseanadreform/Report_on_Reform_of_the_Seanad.pdf)

	Those <b>appointed</b> to public office (e.g. ministers, secretaries of state, etc.) by end of 2014.	No ministers (senior or junior) or those appointed to other public office positions in Ireland have a migrant background. (This is not including those who have one parent with a migrant background, or those with grandparents who have a migrant background.)
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## 3.2. Political rights at regional/local level

### 3.2.1. Regional/Local elections voting rights – turnout

	Specify what regional/local voting rights are given to third country nationals and any different entitlements according to residence status, permit type or length of stay etc	All Irish citizens can vote in local elections, as can citizens from other EU countries. Non-EU citizens may also vote at local elections, as long as they are legally resident in the country. This includes asylum seekers and refugees – the only category excluded is ‘undocumented migrants’.
	Key and/or milestone dates regarding the voting and/or election rights for migrants and/or their descendants at regional/local level	Up to 2004, refugees and asylum seekers were not eligible to vote in local elections, because their key identity documents – the Temporary Registration Certificate (for asylum seekers) and the GNIB card (for refugees) – were not included in the list of accepted identity documents for voting. In April 2004, a new regulation extended this list to include the above documents. <sup>94</sup>
	Please indicate any programmes or information campaigns aiming at informing citizens of migrant background about their political rights and encouraging the exercise of the right to vote.	In 2009, Dublin City Council launched an initiative to encourage voter registration among the migrant community in Dublin. Its aims were to launch a multi-lingual voter education campaign and conduct ‘train the trainer’ programmes, whereby grassroots community activists would engage with group training sessions on voting and outreach and then return to their communities to draw new voters onto the electoral register. It had high visibility in the media and on public transport and may have led to an increase in the number of migrants on the electoral register, thereby increasing the likelihood of them being canvassed by politicians. One commentator, however, noted that while it may have helped people to overcome ‘the formal information gap’ (e.g. regarding people’s right to vote, how to register and how to fill out a ballot), because it was non-partisan it “could not fully address the ‘informal’ information gap: the symbolism of the names and parties on the ballots, or the informal face-to-face interaction with Irish political actors through organizational membership”. <sup>95</sup> In March 2009, Dun Laoghaire-Rathdown County Council ran the Voter Mobilisation Campaign, the purpose of which was to mobilise migrant voters to register and vote in the Local and European (where

<sup>94</sup> UNHCR (2004) ‘Ireland grants refugees and asylum seekers right to vote’, 30 April 2004, available at <http://www.unhcr.ie/news/irish-story/ireland-grants-refugees-and-asylum-seekers-right-to-vote>.

<sup>95</sup> Dobbs (2009) *Navigating networks: Local government, civil society and political integration in Ireland*, Trinity Immigration Initiative, p. 2, available at <https://www.tcd.ie/immigration/css/downloads/Dobbs.pdf>

		<p>eligible) elections in June 2009. This campaign had three strands: Production of an Educational Booklet; Advertising Campaign and Voter Participation Mock Sessions. It was underpinned by the local anti-racism and diversity plan. It also served as an educational tool for non-migrant residents of the county, who were informed through the wide distribution of information that non-Irish and non-English residents were entitled to participate in society through local elections and should be encouraged to do so.</p> <p>In June 2010, the New Communities Partnership and the Africa Centre launched the Voter Registration and Education Campaign, with the aim of supporting 10,000 immigrants in Dublin, Cork, Limerick and Galway to register their vote for the local elections held on 5 June 2009. In total, 15,681 immigrants registered to vote in those elections, a 44% increase on the number on previous years.<sup>96</sup></p> <p>In February 2011, the ICI launched the 'Count Us In' campaign, which was an advocacy campaign, calling on the government to increase migrant representation in the Seanad and canvassers to increase their awareness of migrants' needs.</p> <p>In November 2013, Dublin City Council (DCC) launched a second Migrants Voters Registration Information Campaign. This campaign involved DCC, the city's Mayor and immigrant organisations working together to raise awareness in the migrant community about voting rights and the registration process. It involved the distribution of posters to migrant organisations and libraries, translated into 17 languages, as well as a billboard and newspaper ad campaign.<sup>97</sup></p> <p>In October 2013, the 'Vote! You're at Home' campaign was launched. Focusing on the Polish community in Ireland, it was launched by Forum Polonia and the Schools for Leaders Association. It involved various activities to raise awareness among Polish people in Ireland about their right to vote and the voting process in Ireland, as well as a local government training programmes for Polish activists who want to engage in local politics in Ireland.<sup>98</sup></p> <p>As noted above, under the last Minister for Justice, Equality and Law Reform, citizenship ceremonies were introduced for those who gained Irish citizenship. In 2014, the Cork Citizenship Ceremony was marked by a drive to increase voter registration among migrants who have Irish citizenship, whereby information was provided by the organisation NASC at the ceremony.<sup>99</sup></p>
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<sup>96</sup> New Communities Partnership (2009) *Our vote can make a difference*, available at [http://www.newcommunities.ie/download/pdf/front\\_cover\\_full\\_colour.pdf](http://www.newcommunities.ie/download/pdf/front_cover_full_colour.pdf)

<sup>97</sup> Dublin City Council (2013) 'Launch of Migrant Voters Campaign', available at <http://www.dublin.ie/arts-culture/migrant-voters-campaign.htm>

<sup>98</sup> Forum Polonia (2013) 'Poles enter Irish politics' 2 September 2013, available at <http://www.jestesusiebie.org/en/engaging-polish-community-in-local-communities-and-elections/>

<sup>99</sup> NASC (2014) 'Joint statement on citizenship from NASC and Immigrant Council', available at <http://www.nascireland.org/latest-news/joint-statement-citizenship-nasc-immigrant-council/>

	<p>In addition to official data and also if such data are not available, make reference to any relevant quantitative or qualitative academic research concerning the exercise of the right to vote and related drivers and barriers.</p>	<p><b>Barriers</b></p> <p>Studies around the time of the 2004 local elections indicated two serious barriers to local election voting for people with a migrant background: a significant political knowledge gap among the immigrant population;<sup>100</sup> and limited links between immigrant organisations and Irish organisations, most notably parties.<sup>101</sup> Barriers included</p> <ul style="list-style-type: none"> <li>• the complicated voting process</li> <li>• the power and influence of 'the informal institutions of Irish politics – such as the Gaelic Athletic Association'<sup>102</sup></li> <li>• linguistic barriers</li> <li>• fear/discomfort with the role of the Garda in the late registration process; 'there was a sense that going to a police station in order to register to vote was intimidating for people'.<sup>103</sup> (This was also identified as a barrier at national elections, see 3.1.2 above.)</li> </ul> <p>There has also been a noted reluctance by politicians to respond to demographic changes in Ireland. Fanning and O'Boyle note, 'Although the demographic changes in the Irish immigrant population caught the attention of academics and local officials, political parties and the national government reacted much more slowly'. A 2003 report noted that none of the major parties saw immigrants or minorities as potential members, and none of them had developed policies or practices to encourage immigrants to join parties; one party (The Progressive Democrats) did not allow non-nationals to be members at all'.<sup>104</sup></p> <p><b>Drivers</b></p> <p>Between 2004 and 2009, a noted increase took place in the level of interest within political parties in relation to responding to immigrants who have a right to vote. While in 2004, most parties had few if any migrant representatives, by 2009 all but Sinn Fein had selected some migrant candidates to represent them at local elections.<sup>105</sup></p> <p>Prior to 2009, the major Irish political parties Fianna Fáil and Fine Gael employed integration officers, a clear indication that great priority was being given to migrant voters. There have also been high-profile</p>
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<sup>100</sup> Dobbs (2009) *Navigating networks: Local government, civil society and political integration in Ireland*, Trinity Immigration Initiative, p. 2, available at <https://www.tcd.ie/immigration/css/downloads/Dobbs.pdf>

<sup>101</sup> Fanning et al (2004) cited in Fanning, B, O'Boyle, N and Shaw, J (2009) 'New Irish politics: Political parties and immigrants in 2009', Migration and Citizenship Initiative, UCD, Dublin, available at [http://www.ucd.ie/mcri/resources/new\\_irish\\_politics\\_report\\_final.pdf](http://www.ucd.ie/mcri/resources/new_irish_politics_report_final.pdf)

<sup>102</sup> Ibid. Candidates in local elections generally have close ties to not only political organizations such as parties or interest groups (such as farmers associations), but also have much higher levels of associational membership than the average population, via sports leagues like the Gaelic Athletic Association (GAA), trade unions or residents associations.

<sup>103</sup> Ibid.

<sup>104</sup> Fanning, B, Mutwarasibo, F and Chadamoyo, N (2003) *Positive politics: Participation of immigrants and ethnic minorities in the electoral process*, Africa Solidarity Centre, Dublin.

<sup>105</sup> Fanning, B, O'Boyle, N and Shaw, J (2009) 'New Irish politics: Political parties and immigrants in 2009', Migration and Citizenship Initiative, UCD, Dublin, available at [http://www.ucd.ie/mcri/resources/new\\_irish\\_politics\\_report\\_final.pdf](http://www.ucd.ie/mcri/resources/new_irish_politics_report_final.pdf)

		<p>campaigns to attract Polish voters (see above), one of the biggest migrant populations in Ireland. Fanning et al (2009) recommended that such efforts be extended to other minority ethnic communities.</p> <p>Fanning et al (2009) also reported from their survey that all the political parties in Ireland have tried various ways of engaging with immigrant communities at grassroots level, with each reporting some level of success.</p> <p>The appointment of Councillor Adebari as Ireland's first black Mayor (of Portlaoise) in 2007 received a lot of media attention and may have increased awareness among political parties of the migrant population and their potential involvement in local politics.</p> <p>By 2007 many of the political parties committed to having an integration post in their manifesto and many ran such initiatives without any funding. (Smaller parties do not usually have the resources for this. Mentoring projects have yet to appear.) (At time of writing, none of the major political parties have information on their websites regarding any integration initiative or staff. The Labour Party does have one page 'Our Principles' translated into Polish.)</p> <p>The information campaigns outlined above might also be identified as drivers.</p>
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### 3.2.2. Regional/local level election – representation

	<p>The number of <b>candidates</b> that were third country nationals and/or with migrant background at the latest regional/local level elections (specify date)</p>	<p>The most recent local elections in Ireland took place in June 2014. According to RTE News, only 29 candidates had a migrant background, down from 40 in the 2009 local elections.</p>
	<p>The number and % of <b>elected representatives</b> with migrant background at regional/local level (e.g. municipalities, regions, prefectures etc.)</p>	<p>No data are available on the number or percentage of candidates of migrant background in the 2014 elections who were elected as councillor.</p>
	<p>Those who were <b>elected</b> or <b>appointed</b> to a high public office (e.g. mayor, vice mayor etc.) by end of 2014.</p>	<p>Rotimi Adebari, from Nigeria, was elected as Mayor of the town of Portlaoise in 2007, making history as the first black mayor in Ireland. He was re-elected in 2009 but lost his council seat in the 2014 elections.</p>
	<p>Please identify related limitations and challenges or public debates, as well as relevant research, studies and assessments.</p>	<p>The 2004 local elections saw a very low number of migrant candidates and little to no commitment by any of the political parties to encourage and engage with potential migrant candidates. Certain developments between then and the 2009 elections led to some positive changes – described as 'an optimistic pro-integration narrative'.<sup>106</sup> One was the election of the first black Mayor in the town of Portlaoise (Rotimi Adabari) and of Theo Matthews in Ennis as a local councillor. This inspired other immigrants to become</p>

<sup>106</sup> Fanning, B, O'Boyle, N and Bucchianico, V (2014) *Inclusive politics for a diverse republic*, UCD, Dublin



		<p>involved in local politics and also showed political parties that investing in migrant candidates lead to real outcomes, showing that the indigenous electorate were willing to vote for immigrant candidates.<sup>107</sup></p> <p>However, this situation was not maintained. A 2014 study found a lower level of enthusiasm and interest among political parties to foster migrant candidates, when compared to the relatively positive atmosphere of 2009. Overall, a negative narrative was traced, with debate about integration virtually absent from the pre-election scene. This was largely related to the fact that most migrant candidates in 2009 were not elected.<sup>108</sup> Parties seem to have concluded, on this basis, that immigrants entitled to vote in local elections are not doing so. Some party members who participated in the Fanning et al (2014) study 'questioned whether ... outreach was a pragmatic use of resources given their belief that immigrants entitled to vote in the local election were unlikely to do so in large numbers'.</p> <p>For the 2013 elections, Fine Gael no longer had an integration officer. Fianna Fail's integration officer was replaced by an equality officer. The Labour Party has a longstanding equality officer whose remit includes reaching out to the migrant population, mostly organised through the party's Intercultural Subcommittee, which includes some immigrant members.</p> <p>Many of the strongest migrant candidates in 2009 chose not to run for election in 2014. Some explained that this decision was partly informed by a perceived increase in anti-immigrant sentiment in Ireland. For example, when Fine Gael tried to persuade Adeola Ogunsina to run again (in an area with a high immigrant population), he refused partly for this reason.<sup>109</sup></p>
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### 3.3.Consultation

#### 3.3.1.Consultative bodies at national/regional/local level

	<p>Are there any migrants' consultative bodies in place at national / regional/ local level foreseen and/or operational in practice? Since when and on which legal basis (please provide reference). Please specify whether migrants' consultative/advisory/representative bodies are established</p>	<p>The <b>Ministerial Council on Migrant Integration</b> was established in September 2010, under the previous government. There was no legal basis for the establishment of this council. Four provincial forums were established throughout the country, to facilitate geographic representation (Connaught, Munster, Dublin, rest of Leinster).</p> <p>In 2011, a report prepared and published by three migrant voluntary organisations included the recommendation that a <b>Migrant Consultative Forum</b></p>
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<sup>107</sup> Fanning, B, O'Boyle, N and Bucchianico, V (2014) *Inclusive politics for a diverse republic*, UCD, Dublin

<sup>108</sup> Fanning, B, O'Boyle, N and Bucchianico, V (2014) *Inclusive politics for a diverse republic*, UCD, Dublin

<sup>109</sup> Irish Independent, 'Growing racism keeps immigrants out of Irish politics', 11 August 2013, available at <http://www.independent.ie/irish-news/politics/growing-racism-keeps-immigrants-out-of-irish-politics-29489422.html>

	<p>by law or other type of normative regulation, policy or practice.</p>	<p>should be established, specifically to enable 'migrant stakeholders ... [to] work together to resolve issues of mutual concern and to ensure high standards of service to migrants across the social protection system'.<sup>110</sup> Following this, the Minister for Social Protection, Joan Burton, set up such a committee under her Department. This forum has no legal or policy basis.</p> <p>In addition, a number of <b>local migrant integration forums</b> have been established. Most notably, four emerged through the initiative, <i>Promoting Civic Participation of Third Country Nationals through Local Authority Platforms</i>, led by Dublin Employment Pact and the New Communities Partnership. These forums are comprised of people with a migrant background, including community leaders. Typically, their role includes acting as a platform to help improve the integration of migrants, to disseminate information to migrant communities and to act as a link between county officials and migrant communities, facilitating collaboration between the two.<sup>111,112</sup></p> <p>The Dublin-based voluntary body, the Migrants' Rights Centre of Ireland (MRCI) set up their <b>Migrants' Forum</b> some years ago. It acts as a place for migrant workers and their families to share their experiences, receive support and information, share and develop MRCI's analysis of the issues facing migrant workers in Ireland, and identify solutions to shared issues. All migrant workers and their family members are welcome to participate in the forum, which is described as 'a family friendly, informal and diverse space'. Information on future Forums, including dates and topics, is provided on flyers and posters in the MRCI Drop-In Centre and also on the Centre's Facebook page.</p> <p>Finally, <b>Forum Polonia</b> is a cooperative platform that brings together representatives of various Polish community organisations, the media, and individuals involved in projects relating to the Polish minority and its links to Irish society as a whole.<sup>113</sup></p>
	<p>What is the mandate of the body – duration and procedures? In particular specify if and by which modalities these bodies are competent to participate in consultations only on migration</p>	<p>The <b>Ministerial Council on Migrant Integration</b> was established by then Minister for Integration 'to advise her on issues faced by migrants in Ireland'.<sup>114</sup> No further definition of the Council was provided. Following the initial four provincial meetings held in 2010, no further meetings were held. The focus was on migrant issues only.</p>

<sup>110</sup> Crosscare and Doras Luimní (2014) *Person or number? 2 A second examination of issues faced by immigrants in accessing social protection*, p. 8, available at <http://dorasluiimni.org/wp-content/uploads/2015/01/PON-2.pdf>

<sup>111</sup> These are: South Dublin Migrant Integration Forum, Dublin City Integration Forum, Fingal Ethnic Network, and Dun Laoghaire Rathdown Ethnic Minority Integration Forum

<sup>112</sup> The website of the Office for the Promotion of Migrant Integration also provides a list of local intercultural fora: <http://www.integration.ie/website/omi/omiwebv6.nsf/page/infoformigrants-interculturalfora-en>

<sup>113</sup> For further information, see Forum Polonia website, at <http://forumpolonia.org/en/>

<sup>114</sup> OPMI webpage, 'Ministerial Council on Migrant Integration, at <http://www.integration.ie/website/omi/omiwebv6.nsf/page/aboutus-ministerialcouncil-overview-en#more>.

	<p>or integration issues or if they participate also in consultations on other issues? How do these bodies work in practice?</p>	<p>The mandate of the <b>Migrant Consultative Forum</b> is specific to social protection related concerns and issues for migrants; its aim is to 'provide a forum within which migrant stakeholders can work together to resolve issues of mutual concern and to ensure high standards of service to migrants across the social protection system'.<sup>115</sup></p>
	<p>Frequency of convening of the body/-ies/ meetings with competent public authorities. What is foreseen and how is it implemented in practice?</p>	<p>See above re: the <b>Ministerial Council on Migrant Integration</b>. The <b>Migrant Consultative Forum</b> had its first meeting in October 2012 and has since met a further six times. According to <i>Person or Number 2</i> (2014), as a result of its establishment, 'significant work has been done in relation to improvements in training and guidance, documents on information provision, decision making and customer service and the redesign of forms'. <i>Person or Number 2</i> recommended that the forum should meet more frequently in the future.</p>
	<p>Role in relation to other public or private bodies. Is there a statutory role of coordination and cooperation with other public or private stakeholders foreseen? How is this implemented in practice?</p>	<p>The <b>Ministerial Council on Migrant Integration</b> was set up under the Office for the Promotion of Migrant Integration (OPMI) in 2010, by the then Minister for Integration (a ministerial role which no longer exists). As noted above, the <b>Migrant Consultative Forum</b> has the specific remit of facilitating migrant organisations to liaise with representatives of the Department of Social Protection with a view to addressing barriers and issues of concern for migrants regarding social protection issues.</p>
	<p>Participation in decision-making (consultative, observer status, voting right etc.). Are such bodies competent to participate in decision-making at national/regional/local level in regard to the design, implementation, assessment and/or review of integration-specific, migration or other policies of general interest? Are such bodies and/or their representatives participating in any way to allocation, distribution, monitoring, evaluation or management of funding social inclusion and integration policies, measures and programmes at national level?</p>	<p>The <b>Ministerial Council on Migrant Integration</b> had no decision-making powers or documented influence. The <b>Migrant Consultative Forum</b> is advisory only and has no decision-making powers.</p>
	<p>What are the modalities for representation and</p>	<p>Prior to its establishment, a notice inviting expressions of interest from migrants for appointments to the</p>

<sup>115</sup> Crosscare and Doras Luimní (2014) *Person or number 2: A second examination of issues faced by immigrants in accessing social protection*, p. 8, available at <http://www.flac.ie/download/pdf/pon2.pdf> .

	<p>participation of migrants, e.g. elections, designation etc.? What is foreseen and how is it implemented in practice?</p>	<p><b>Ministerial Council on Migrant Integration</b> was circulated, resulting in about 500 nominations being made. Applicants were required to have been legally residing in the State for more than two years or to have acquired citizenship. Council members were then selected by the Office for Integration. Beyond this, no published information is available on foreseen modalities for representation and participation of migrants in the Council.<sup>116</sup></p>
	<p>On which criterion are migrant groups represented (migrant status, foreign-born, foreign nationality etc.)? What is foreseen and how is it implemented in practice?</p>	<p>See above regarding the <b>Ministerial Council on Migrant Integration</b>.</p>
	<p>Is there any evidence through formal evaluations or academic research on awareness about such national level consultative bodies among migrants and their descendants, and among the general public?</p>	<p>No research or evaluation has been conducted regarding the <b>Ministerial Council on Migrant Integration</b>. While the research report <i>Person or Number</i> comments positively on the impact of the <b>Migrant Consultative Forum</b>, no formal evaluation has been conducted of it.</p>

### 3.4. Participation in trade-unions and professional association

	<p>In this section based on available data, research, surveys, studies, etc. please provide information about:</p>	
	<p>Membership and participation of migrant workers in <u>workers' unions and craft associations</u>:</p>	
	<p>Are there any legal or practical limitations or barriers for the membership of migrant workers in trade unions and craft associations?</p>	<p>According to the Irish Congress of Trade Unions (ICTU), migrant workers in Ireland are typically not members of trade unions.<sup>117</sup> Unionisation of Irish nationals is more than twice as likely as their non-Irish national counterparts; this is partly related to the fact that migrants generally work in the least unionised sectors of the economy, with very few working in the most unionised sector: public services. The ICTU also outline barriers to membership of migrant workers in trade unions.<sup>118</sup> Briefly these are:</p> <ul style="list-style-type: none"> <li>• misperceptions about trade unions among some migrant workers;</li> <li>• fragmentation of workplaces;</li> <li>• cost of membership;</li> <li>• language barriers;</li> <li>• lack of visibility of migrant workers in paid union roles;</li> </ul>

<sup>116</sup> Following one meeting held in each region in 2010, according to [a response to a parliamentary question by then Minister for Justice, Equality and Law Reform in July 2013](#), no further meetings were held, though the government has not formally announced the closure of this Council.

<sup>117</sup> Philips, S (2011) *Towards a strategy for the inclusion of migrant workers in trade unions*, ICTU, Dublin, available at [http://www.ictu.ie/download/pdf/ictu\\_migrant\\_workers\\_a5.pdf](http://www.ictu.ie/download/pdf/ictu_migrant_workers_a5.pdf).

<sup>118</sup> Philips (2011) *Towards a strategy for the inclusion of migrant workers in trade unions*, ICTU, Dublin, available at [http://www.ictu.ie/download/pdf/ictu\\_migrant\\_workers\\_a5.pdf](http://www.ictu.ie/download/pdf/ictu_migrant_workers_a5.pdf).

		<ul style="list-style-type: none"> <li>• slow, bureaucratic processes common to some trade unions that are inappropriate for certain workplaces;</li> <li>• absence of specialist trade union representatives with the role of reaching out to migrant workers;</li> <li>• issues in recognising qualifications gained overseas; and</li> <li>• lack of data on number of migrant members.</li> </ul> <p>In 2008, various industry and business associations and the office for the Minister for Integration and Equality published <i>An Action Strategy to Promote Integrated Workplaces</i>, through funding from the OPMI. This aimed to provide good practice models and ideas for workplaces in managing a culturally diverse workplace.<sup>119</sup></p>
	<p>Do workers' associations encourage and support membership and participation of migrant workers? E.g. through information and raising awareness initiatives in more languages, translation and language support services etc.</p>	<p>In 2010, the ICTU received funding from the OPMI to develop a strategic approach to including black and minority ethnic members. In a report that aimed to inform the development of this strategy, ICTU highlighted the increased vulnerability of many migrant workers, caused by a lack of monitoring in certain sectors; particularly care services industry and home-based work such as domestic work alongside certain work permit restrictions.<sup>120</sup></p> <p>In 2009, The Migrant Rights Centre of Ireland (MRCI), which had been working on the ground with migrant groups working in the mushroom sector, collaborated with SIPTU with the aim of organising and improving the position of <b>mushroom workers</b> in Ireland, the majority of whom are migrant women. SIPTU dedicated a staff member to the sector in recognition of the level of exploitation being experienced.<sup>121</sup> Since then, conditions and pay for mushroom workers have improved, and SIPTU has recruited 1,700 mushroom farm workers as members.</p> <p>In 2002, the Irish Nurses and Midwives Organisations (INMO) established its <b>Overseas Nurses</b> Section (still running) to help migrant nurses overcome challenges in the workplace, such as language difficulties, lack of access to promotion and tension between the employment of newly qualified Irish graduates and migrant nurses. INMO has a full-time non-Irish organiser and has one migrant executive member (Philips, 2011). Its mission is 'to support the integration of overseas nurses into the Irish health service thus facilitating social, cultural and political integration and to ensure equality of treatment and industrial harmony'.<sup>122</sup></p>

<sup>119</sup> A copy of this report is available at: [http://www.integration.ie/website/omi/omiwebv6.nsf/page/AXBN-7RXJ3X14421211-en/\\$File/An%20Action%20Strategy%20to%20Support%20Integrated%20Workplaces.pdf](http://www.integration.ie/website/omi/omiwebv6.nsf/page/AXBN-7RXJ3X14421211-en/$File/An%20Action%20Strategy%20to%20Support%20Integrated%20Workplaces.pdf)

<sup>120</sup> Philips (2011) *Towards a strategy for the inclusion of migrant workers in trade unions*, ICTU, Dublin, available at [http://www.ictu.ie/download/pdf/ictu\\_migrant\\_workers\\_a5.pdf](http://www.ictu.ie/download/pdf/ictu_migrant_workers_a5.pdf).

<sup>121</sup> Ibid.

<sup>122</sup> From the website of the Irish Nurses and Midwives organisation: [www.inmo.ie](http://www.inmo.ie).

		In 2014, a joint initiative between SIPTU and the Polish organisation 'Wsparcie' was launched called 'Support Poles Abroad'. <sup>123</sup> This is part of a wider project that aims to connect unions across Europe with <b>Polish unions</b> in order to better support Polish migrant workers.
	What is the rate of participation (figures and % of association members, figures and % of migrant professionals as members, or descriptive data if statistical data is not available) of migrant workers in the most representative workers' unions and associations? Please specify the geographic and workforce range/type of associations (referring to national, regional, local and to the range of workers represented and degree of association).	The biggest trade unions in Ireland are: SIPTU (Services, Industrial, Professional and Technical Union), IMPACT (the public service union), MANDATE (retail workers' union) and the INMO (Irish Nurses and Midwives Organisations). The Irish Congress of Trade Unions (ICTU) is the national umbrella body for trade unions in Ireland, with 49 affiliated unions. To date, no data have been published on the proportion of members of any trade union who are from a migrant background. (The CSO has published quarterly household reports on union membership, but none addresses migrant background.) A study involving 115 migrant care workers in Ireland found that 62% were not members of a trade union. <sup>124</sup>
	Are migrant workers elected as representatives of trade unions and workers' or craft associations? Please provide figures if available, and report the related legal or practical limitations or barriers, eventually faced by migrant workers.	No data are available on migrant workers being elected as representatives of trade unions. Given the low rate of trade union membership among migrant workers, the numbers here are likely to be very small. (A press release by SIPTU in 2014 quotes a Polish worker who became a SIPTU shop steward: 'From the moment I became a SIPTU shop steward I felt better as I was no longer one worker dealing with management but a representative of many people. From this moment I felt I could really change things for the better'. <sup>125</sup> )
	Are there differences between associations for high and low skill workers, different industries and trades, and/or different geographic area of country of origin, citizenship or birth or gender?	No data are available regarding participation in trade unions among migrant workers by variables such as skill level, industry, geographic area, country of origin or gender.
<b>Membership and participation of migrant entrepreneurs and expert professionals to professional and scientific associations:</b>		
	Are there any legal or practical limitations or barriers for the membership of migrant workers in professional, employer and scientific associations (such as medical, engineer, bar associations)?	No studies have been conducted in Ireland on barriers faced by migrant workers in becoming members of professional, employer and scientific associations. No secondary data sources are available on this topic.
	Do professional associations encourage and support membership and participation	There is no information available on this. This conclusion was initially based on a review of information and publications available on the websites

<sup>123</sup> SIPTU (2014) 'Launch of trade unions "Support Poles Abroad" in Dublin', 26 September 2014, available at [http://www.siptu.ie/media/pressreleases2014/featurednews/fullstory\\_18575\\_en.html](http://www.siptu.ie/media/pressreleases2014/featurednews/fullstory_18575_en.html)

<sup>124</sup> MRCI (2012) *Who cares? The experiences of migrant care workers in Ireland*, MRCI, Dublin.

<sup>125</sup> Ibid.

	<p>of migrant professionals? E.g. through information and raising awareness initiatives in more languages, translation and language support services etc.</p>	<p>of the major professional associations in Ireland, as well as the more general literature review conducted for this study. However, following feedback from the FRA on the first draft of this report, an email was sent on 27 April to either the director or communications office of 17 professional associations requesting this information. Three of these associations replied (Chartered Accountants Ireland, Society of Actuaries in Ireland and the Irish Planning Institute), confirming that no specific steps are taken to encourage migrants to become members.</p> <p>The following associations were contacted for this purpose: the Bar Council of Ireland; Engineers Ireland; the Irish Association of Medical Physicists; Accounting Technicians Ireland; the Irish Professional Photographers Association; Irish Medical Organisation; the Law Society; the Library Association of Ireland; the Pharmaceutical Society of Ireland; the Royal College of Surgeons in Ireland; the Royal College of Physicians in Ireland; the Royal Institute of the Architects of Ireland; the Society of Chartered Surveyors Ireland; the Society of Actuaries in Ireland; Ibec; the Irish Planning Institute; and Chartered Accountants Ireland.</p>
	<p>What is the rate of participation and membership (figures and % of association members, figures and % of migrant professionals as members, or descriptive data if statistical data is not available) of migrant professionals in the most representative professional, employers' and scientific unions and associations? Please specify the geographic and workforce range/type of associations (referring to national, regional, local and to the range of professional represented and degree of association)</p>	<p>There is no information available on this. This conclusion was initially based on a review of information and publications available on the websites of the major professional associations in Ireland, as well as the more general literature review conducted for this study. However, following feedback from the FRA on the first draft of this report, an email was sent on 27 April to either the director or communications office of 17 professional associations requesting this information. Three of these associations replied (Chartered Accountants Ireland, Society of Actuaries in Ireland and the Irish Planning Institute), confirming that no specific steps are taken to encourage migrants to become members.</p> <p>The following associations were contacted for this purpose: the Bar Council of Ireland; Engineers Ireland; the Irish Association of Medical Physicists; Accounting Technicians Ireland; the Irish Professional Photographers Association; Irish Medical Organisation; the Law Society; the Library Association of Ireland; the Pharmaceutical Society of Ireland; the Royal College of Surgeons in Ireland; the Royal College of Physicians in Ireland; the Royal Institute of the Architects of Ireland; the Society of Chartered Surveyors Ireland; the Society of Actuaries in Ireland; Ibec; the Irish Planning Institute; and Chartered Accountants Ireland.</p>
	<p>Are migrants elected as representatives of professional, employers' and/or scientific associations? Please provide figures if available, and report</p>	<p>There is no information available on this. This conclusion was initially based on a review of information and publications available on the websites of the major professional associations in Ireland, as well as the more general literature review conducted</p>

	<p>the related legal or practical limitations or barriers, eventually faced.</p>	<p>for this study. However, following feedback from the FRA on the first draft of this report, an email was sent on 27 April to either the director or communications office of 17 professional associations requesting this information. Three of these associations replied (Chartered Accountants Ireland, Society of Actuaries in Ireland and the Irish Planning Institute), confirming that no specific steps are taken to encourage migrants to become members.</p> <p>The following associations were contacted for this purpose: the Bar Council of Ireland; Engineers Ireland; the Irish Association of Medical Physicists; Accounting Technicians Ireland; the Irish Professional Photographers Association; Irish Medical Organisation; the Law Society; the Library Association of Ireland; the Pharmaceutical Society of Ireland; the Royal College of Surgeons in Ireland; the Royal College of Physicians in Ireland; the Royal Institute of the Architects of Ireland; the Society of Chartered Surveyors Ireland; the Society of Actuaries in Ireland; Ibec; the Irish Planning Institute; and Chartered Accountants Ireland.</p>
	<p>Are there differences between associations for different professions, different skill levels and/or types of enterprise, different industries and trades, and/or different geographic area of country of origin, citizenship or birth or gender?</p>	<p>There is no information available on this. This conclusion was initially based on a review of information and publications available on the websites of the major professional associations in Ireland, as well as the more general literature review conducted for this study. However, following feedback from the FRA on the first draft of this report, an email was sent on 27 April to either the director or communications office of 17 professional associations requesting this information. Three of these associations replied (Chartered Accountants Ireland, Society of Actuaries in Ireland and the Irish Planning Institute), confirming that no specific steps are taken to encourage migrants to become members.</p> <p>The following associations were contacted for this purpose: the Bar Council of Ireland; Engineers Ireland; the Irish Association of Medical Physicists; Accounting Technicians Ireland; the Irish Professional Photographers Association; Irish Medical Organisation; the Law Society; the Library Association of Ireland; the Pharmaceutical Society of Ireland; the Royal College of Surgeons in Ireland; the Royal College of Physicians in Ireland; the Royal Institute of the Architects of Ireland; the Society of Chartered Surveyors Ireland; the Society of Actuaries in Ireland; Ibec; the Irish Planning Institute; and Chartered Accountants Ireland.</p>
<h3>3.5. Participation in social, cultural and public life</h3>		
	<p>In this section based on available data, research, studies, etc. provide information about the membership and participation of migrants and their descendants in media, cultural organisations and public life:</p>	



	<p>Are there any legal or practical limitations or barriers for the membership of migrants in professional associations related to the media, sports and culture?</p>	<p>No research has examined barriers that specifically relate to access to media professional associations. Regarding professional <b>sporting organisations</b>, one practical barrier that might present regarding the largest sporting organisation in the country – the Gaelic Athletic Association – is a lack of familiarity with Irish sports. However, the GAA has developed initiatives to involve the migrant community (see below).</p> <p>No information is available on legal barriers for membership to sports organisations in Ireland such as citizenship as a requirement. A request for clarification on this issue has been sent to contacts in the Gaelic Athletic Association (GAA) and the Football Association of Ireland (FAI).</p>
	<p>Do media, sports, culture professional associations encourage and support membership and participation of third country nationals as members? E.g. through information and raising awareness initiatives in more languages, translation and language support services etc.</p>	<p>There is no evidence of any media or arts professional associations in Ireland proactively encouraging and supporting the membership or participation of third country nationals as members.</p> <p>The <b>Gaelic Athletic Association (GAA)</b> is Ireland’s largest sporting organisation. In 2009, it published its Inclusion and Integration Strategy 2009–2015.<sup>126</sup> In the same year, a National Inclusion Officer was appointed and a welcome DVD was put in place in clubs and schools, and translated into nine languages. The Strategy commits the GAA to ensuring that all coaches are trained in inclusion and diversity and that their ‘Have A Go Days’ have taken place in 30% of GAA clubs.<sup>127</sup> ‘Have A Go Days’ were launched in each county, and aimed to introduce Gaelic sports to young people who had not tried them before. They are seen as a major initiative, but no outcomes data were collected.<sup>128</sup> This is the case for most GAA initiatives, as local clubs implement them locally. Voluntary organisations representing the migrant population are represented on the GAA’s National Committee on Inclusion and Integration and at provincial level.</p> <p>In 2011, <b>Sports Against Racism Ireland (SARI)</b> ran an initiative called Stick With Diversity, based in a Dublin catchment area with a high migrant population. At this, 120 children from different nationalities participated in a demonstration of stick sports, to highlight the similarity between the Irish game hurling and other international stick sports.<sup>129</sup> In 2014, SARI ran their ‘Hijab and Hat Tricks’ initiative that aimed to encourage Muslim women to play football.<sup>130</sup></p> <p>The <b>Football Association of Ireland (FAI)</b> published a three-year intercultural strategy in 2007.<sup>131</sup> Drawing on the Census 2006 figure that</p>

<sup>126</sup> GAA (2009) Inclusion and integration strategy 2009–2015, p. 15.

<sup>127</sup> Ibid.

<sup>128</sup> Telephone conversation with GAA Intercultural Officer.

<sup>129</sup> For further information, see <http://www.sari.ie/stick-with-diversity/>

<sup>130</sup> For further information, see <http://www.sari.ie/hijabs-and-hat-tricks/>

<sup>131</sup> FAI (2007) *Intercultural football plan – Many voices, one goal*, available at [https://www.fai.ie/sites/default/files/atoms/files/FAI\\_INTERCULTURAL\\_PLAN%20v1.pdf](https://www.fai.ie/sites/default/files/atoms/files/FAI_INTERCULTURAL_PLAN%20v1.pdf)

		<p>10%–15% population from outside Ireland, the FAI has since aimed for a minimum of 10% of programme participants to have a migrant background.<sup>132</sup> This includes initiatives involving schools. As they work with affiliates, they have not been able to collect standardised data on outcomes.</p>
	<p>What is the rate of participation in the most representative professional associations? (figures and % of association members, figures and % of migrant professionals as members, or descriptive data if statistical data is not available)</p>	<p>Rate of participation is not known. This conclusion was initially based on a review of information and publications available on the websites of the major professional associations in Ireland, as well as the more general literature review conducted for this study. However, following feedback from the FRA on the first draft of this report, an email was sent on 27 April to either the director or communications office of 17 professional associations requesting this information. Three of these associations replied (Chartered Accountants Ireland, Society of Actuaries in Ireland and the Irish Planning Institute), confirming that no specific steps are taken to encourage migrants to become members.</p> <p>The following associations were contacted for this purpose: the Bar Council of Ireland; Engineers Ireland; the Irish Association of Medical Physicists; Accounting Technicians Ireland; the Irish Professional Photographers Association; Irish Medical Organisation; the Law Society; the Library Association of Ireland; the Pharmaceutical Society of Ireland; the Royal College of Surgeons in Ireland; the Royal College of Physicians in Ireland; the Royal Institute of the Architects of Ireland; the Society of Chartered Surveyors Ireland; the Society of Actuaries in Ireland; Ibec; the Irish Planning Institute; and Chartered Accountants Ireland</p>
	<p>Are migrants elected as representatives of professional associations related to the media, sports and culture? Please provide figures if available, and report the related legal or practical limitations or barriers, eventually faced.</p>	<p>There is no information available on this. This conclusion was initially based on a review of information and publications available on the websites of the major professional associations in Ireland, as well as the more general literature review conducted for this study. However, following feedback from the FRA on the first draft of this report, an email was sent on 27 April to either the director or communications office of 17 professional associations requesting this information. Three of these associations replied (Chartered Accountants Ireland, Society of Actuaries in Ireland and the Irish Planning Institute), confirming that no specific steps are taken to encourage migrants to become members.</p> <p>The following associations were contacted for this purpose: the Bar Council of Ireland; Engineers Ireland; the Irish Association of Medical Physicists; Accounting Technicians Ireland; the Irish Professional Photographers Association; Irish Medical Organisation; the Law Society; the Library Association of Ireland; the</p>

<sup>132</sup> They use the Census ethnic categories, but this is currently under review as it does not capture dual-parents (telephone conversation with

	Pharmaceutical Society of Ireland; the Royal College of Surgeons in Ireland; the Royal College of Physicians in Ireland; the Royal Institute of the Architects of Ireland; the Society of Chartered Surveyors Ireland; the Society of Actuaries in Ireland; Ibec; the Irish Planning Institute; and Chartered Accountants Ireland
Is there a visible or notable presence (or absence) of migrants and their descendants as media professionals?	Kenny (2010) identified a perception among employers that some people with a migrant background will be less well informed about Irish affairs, and that their accents may be alienating or difficult to understand, which can pose as a barrier to involvement in the media in Ireland. <sup>133</sup>
Are migrants and/or their descendants present, visible and actively participating in public? (E.g. in public events, TV and electronic media, cultural events). Please substantiate on the basis of existing data or contacts with relevant authorities, actors and stakeholders, making sure to cover a wide spectrum and obtain as much as possible objective information.	Studies have highlighted barriers to media representation for people with a migrant background. According to O’Boyle et al (2014), who conducted an analysis of media representation of immigrants in Ireland in late-2011–early-2011, the media industry in Ireland is ‘largely ethnically homogenous’. <sup>134</sup> They found that not only is the media space given to third country nationals extremely small, within the coverage that does exist, ‘the representation of immigrant voices is miniscule’. Migrants are present and active in the various initiatives run by sporting organisations, outlined above.
Are there legal or practical limitations for the media, culture or other type of public events by migrants and/or their descendants? (E.g. are there national language requirements for TV or radio stations, bureaucratic and representation requirements, etc.)	A 2009 research report commissioned by the Arts Council found that multiple barriers currently prevent practitioners and audiences from minority communities from participating fully in the arts in Ireland. It argued that these barriers should be addressed by “involving practitioners from minority backgrounds in a central role and developing a more transparent, accountable process of implementation and evaluation of any policy”. <sup>135</sup> A 2013 research study found that minority ethnic artists in Ireland are concerned about the difficulty of gaining recognition and how their creative practices are understood and evaluated. The study also identified issues around language barriers, networking opportunities, lack of representation on staffs and Boards of arts organisations, stereotyping and the need for arts and cultural programming for young people that facilitate intercultural dialogue. An even larger perceived barrier was the perceived closed nature of the Irish arts community. <sup>136</sup>

<sup>133</sup> Kenny, C. (2010) ‘Finding a voice or fitting in? Migrants and media in the New Ireland’, *Media Culture Society*, Vol. 32, No. 2, pp. 311–22.

<sup>134</sup> O’Boyle, N, Rogers, J, Preston, P and Fehr, F (2014) “‘New Irish’ in the news”, *Irish Communications Review*, Vol. 14.

<sup>135</sup> Jewesbury, D, Singh, J and Tuck, S (2009) Cultural diversity and the arts research project: Towards the development of an Arts Council policy and action plan, Arts Council, p. 68.

<sup>136</sup> Wakely, R (2013) Research report into the practices of professional artists from immigrant, new communities and Traveller backgrounds, South Dublin County Council.

		<p>In the field of sport, the lack of standardised indicators for integration in sport has been identified as a barrier.<sup>137</sup></p>
	<p>Are there positive measures for promoting or restrictions/barriers to the operation of migrant and ethnic minority (owned, directed or audience specific) media?</p>	<p>There is a number of ethnic minority owned or audience-specific newspapers in Ireland.<sup>138</sup> No research has been conducted into barriers to the operation of migrant and ethnic minority own or audience directed media, but neither have any positive measures emerged in this research for promoting the operation of migrant owned/operated media.</p> <p>A qualitative study of 26 Polish residents in Ireland found evidence of a significant level of use of new social media tools among the Polish community.<sup>139</sup></p>
	<p>Are there practical measures encouraging and promoting the visibility, voice and public presence of migrants and/or their descendants in the media, culture or other type of public events? (E.g. are there programmes and information provided by the media in other than the country official language, and migrants' languages, quotas for journalists and public programmes reflecting the diversity in society etc.?)</p>	<p>In 2010, the <b>Arts Council</b> published a five-year strategy, which set out a number of commitments to improving its performance in the area of cultural diversity. Steps included setting up a cross-departmental working group, publication of a resource pamphlet to inform and enrich public discourse about culturally diverse interaction, and the introduction of a two-year cultural diversity strand to the Local Partnership Scheme in order to foster intercultural capacity at local and national level through strategic collaboration among local authorities and with arts and non-arts organisations.</p> <p>Many of the initiatives outlined above also seek to encourage and promote migrant involvement.</p> <p>On Thursday 20th March 2014, the <b>RTÉ</b> (national radio and television service) Audience Council presented "Other Faces, Other Voices: Migrant Representation and Participation in RTÉ", a free public discussion on RTÉ. Members of the public were invited to attend and participate.</p> <p><b>Hijabi Monologues</b> is an international theatre project, which encourages and provides a safe space for Muslim women to share their stories. These monologues address the hijab and celebrate personal insights and experiences of Muslim women. In Ireland last year, Muslim women from across the country were asked to submit their personal experiences. Writers then worked with actors to develop their story for theatrical presentation and see it performed professionally on stage. In April, Hijabi Monologues Ireland was performed at the community theatre, Axis Ballymun. Partners included the Immigrant Council of Ireland.</p> <p>NASC was the lead partner in an integration project for Cork City: 'The <b>Cork Integration Project</b>:</p>

<sup>137</sup> Telephone conversation with Intercultural Programme Coordinator, FAI.

<sup>138</sup> Diari Liffey (in Catalan); Hama Gazeta (Nasha Gazeta, a paper targeted at speakers of the Russian language); and the Polish papers Nasz Gloz, Polska Gazeta, Polski Express, Polski Herald (a Polish version of The Evening Herald newspaper); and StrefaÉire – a Polish language newspaper for the Polish community in Ireland. Metro Éireann is a multicultural paper for immigrants and ethnic minorities, set up by Nigerian brothers Onyejelem and Abel Ugba in April 2000.

<sup>139</sup> Komito, L and Bates, J (2009) 'Virtually local: Social media and community amongst Polish nationals in Dublin', New Information Perspectives, Vol. 61, No. 3.

		<p>Integration through learning, the arts and Muslim Christian Dialogue'. This was co-financed by the European Commission under the EIF and was supported by the OPMI. The project aimed to break down the barriers to integration, encourage positive intercultural interactions and empower migrant women to engage with the wider community in a proactive way. The project was successfully completed in February 2013. It involved a 2-year HETAC accredited course in arts, crafts and community arts facilitation. This group facilitated a range of arts based intercultural workshops including public workshops for women and children and open workshops during Culture Night. The participants also staged two interactive theatre events as part of Cork Midsummer Festival in 2011 and 2012: Home is Where the Art Is in 2011, and Hungry Tea in 2012.</p>
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### 3.5.1. Diversity in the public sector

	<p>In this section based on available data, research, studies, etc. please provide information about recruitment of migrants and their descendants in the public sector:</p> <p>Please describe how legal provisions allow or prevent the recruitment of third country nationals in the public sector. Please indicate specific areas, requirements, quotas if any, upward mobility and promotion limitations if any, as well as if and how these provisions are applied in practice.</p>	<p>While persons from an EU Member State or an EEA country or Switzerland are entitled to work in Ireland without an employment permit, for third country nationals, the situation is different. TCNs must possess an employment permit prior to entering the country. Efforts have been made to recruit highly skilled workers from non-EEA countries; however those third country nationals who do not have a public sector, job-specific work permit are not entitled to apply for work in this sector. Moreover, because Ireland has not opted in to Directive 2003/109/EC concerning the status of third country nationals who are long-term residents, and in the absence of a statutory scheme, an administrative long-term residence is only open to employment permit holders and their dependent spouses and scientific researchers.<sup>140</sup></p> <p>The Work Research Council, in a study on issues and challenges in the recruitment of immigrant workers in Ireland, found that immigrants in Ireland perceive the public sector as being particularly inaccessible (in comparison to the private or voluntary sectors) and they were unlikely to target this sector when looking for employment.<sup>141</sup> Reasons included: current policy restricting entry to the Civil Service General Service Grades to EEA nationals only; a lack of visible diversity amongst public sector employees that immigrants have encountered; the perception that entry into many public service jobs can only occur at a junior level; and the misperception amongst many immigrants that</p>
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<sup>140</sup> Quinn, E and Gusciute, E (2013) *Attracting highly qualified and qualified third country nationals: Ireland*, European Migration Network and ESRI, available at [http://emn.ie/files/p\\_201309040202272013\\_Highly%20Skilled%20Focussed%20Study.pdf](http://emn.ie/files/p_201309040202272013_Highly%20Skilled%20Focussed%20Study.pdf)

<sup>141</sup> WRC Social and Economic Consultants (2009) *Issues and challenges in the recruitment of immigrant workers in Ireland*, Office of the Minister for Integration.

		<p>proficiency in the Irish language is required for a wide range of public sector roles. Some immigrants, particularly Eastern Europeans planning to work here for a fixed period, felt that it was less appropriate for them as 'guest workers' to aspire to jobs in the public sector.</p>
	<p>Please indicate if citizens of migrant descent can also be affected by limitation – e.g. on the basis of their ethnic origin or migrant background or naturalisation - in public sector recruitment, for example in education, law enforcement, judiciary, etc.</p>	<p>Under the provisions of the Irish Nationality and Citizenship Act 2004, children born of other foreign national parents on or after 1 January 2005 are not automatically entitled to Irish citizenship. These parents must prove that they have a genuine link to Ireland, as evidenced by their having three out of the previous four years reckonable residence in the island of Ireland immediately before the birth of the child. Only on proof of a genuine link to Ireland their child will be entitled to Irish citizenship. If a child is not granted citizenship and their parents are from outside the EEA, then they will face the same barriers to public sector jobs as other residents not from the EEA.</p>
	<p>Please indicate proportion of recruitment (% on the total of posts for this category or service) for the interested categories of third country nationals, if any.</p>	<p>Data are not available on the proportion of recruited public service candidates in Ireland that are third country nationals.</p>
	<p>Please indicate any affirmative action and positive action <b>either</b> for third country nationals <b>or</b> citizens with a migrant background, if any, e.g. quotas, reserved posts for people of migrant background etc. as well as promising practices in this area. Please provide information specifically for law enforcement, judiciary, and education.</p>	<p>There are no quota systems in place in public service recruitment in Ireland, for third country nationals or citizens with a migrant background.</p> <p>Regarding law enforcement, through the Garda Racial, Intercultural and Diversity Office (established in 2000) Garda ethnic liaison officers have received training in working with members of ethnic minority communities; however, this does not involve the targeted recruitment of members of ethnic minority communities. The Garda Síochána's Diversity Strategy and Action Plan 2009–2012 refers to recruitment of Garda candidates from ethnic minority communities (since February 2007), but does not provide numbers. It also states its commitment to reviewing barriers to recruitment into An Garda Síochána, though no related information has since been published. (The foundation course for Garda trainees is a BA in Applied Policing and requires students to acquire a pass in the Irish language before being eligible for the training course, which poses an obvious barrier to migrants.<sup>142</sup>)</p>

### 3.6. Political activity – active citizenship

	<p>Membership and participation of migrants in migrant and/or diaspora organisations and associations:</p>
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<sup>142</sup> For other barriers, see page 28 of Beirne, L and Jaichand, V (undated) *Breaking down barriers: Tackling racism in Ireland at the level of the State and its institutions*, NUI Galway and Amnesty International, available at <http://www.nuigalway.ie/media/intranet/Breaking-Down-Barriers-Report.pdf>.

	<p>Are there any legal or practical limitations or barriers for the self-organisation membership of migrants in migrant and or diaspora associations and organisations?</p>	<p>Asylum seekers in Ireland are accommodated in 'direct provision centres'. The system of direct provision began in 2000. Under it, asylum seekers are accommodated in 35 large, institutional settings dispersed throughout the country. It provides essential services, medical care and accommodation and board with three meals a day provided at set times. The standards of accommodation and living conditions vary widely and have come under significant criticism from the voluntary sector and the media. In addition, adult asylum seekers receive a weekly allowance of €19.10 and €9.60 per child. Many commentators have noted that this situation isolates asylum seekers making it virtually impossible for them to integrate in any meaningful way in Irish society.<sup>143</sup></p>
	<p>Are there notable cases of active migrant and/or diaspora associations and organisations? Please indicate the most known, active or representative ones on the basis of existing data about membership – please include size/numbers of members – and through contacts with competent actors and stakeholders. Please specify their character and eventual differences, including aspects concerning their religious, culture or geographic scope.</p>	<p>The Trinity Immigration Initiative database of migrant organisations lists a total of 436 migrant and/or diaspora associations throughout the country, 73 of which are listed as being membership-based.<sup>144</sup> Most are relatively small and local, with typical numbers ranging between 20 and about 500. Those with the highest number of members are: Dublin for Brazilians (6,325 members); AkiDWA (African and Migrant Women's Network, 2,250 members); and the Irish Kurdish Society (over 1,000 members).</p> <p>There are also several national, advocacy-oriented voluntary organisations that focus on the needs of and issues facing migrants: the Migrant Rights Centre of Ireland (MRCI), the Immigration Council of Ireland (ICI), NASC – the Irish Immigrant Support Centre, and the Irish Refugee Council (IRC).</p>
	<p>Please provide any data on the participation of migrants and their descendants in the most representative migrant and/or diaspora organisations and associations? (figures and % of migrants and/or persons with the specific ethnic or other background as members, or descriptive data if statistical data is not available).</p>	<p>As noted above, the Trinity Immigration Initiative has a database of membership-based migrant and diaspora organisations, including number of members. However, a lot of the data in this database are dated. No other data are available regarding members of such organisations with a migrant background. People with a migrant background are also represented on the staff of the major migrant voluntary organisations, such as the Immigrant Council of Ireland, NASC and the Migrants Rights Centre of Ireland.</p>
	<p>Are such associations and organisations encouraged and/or supported financially or in other means (e.g. offices) by the national, regional or local authorities? Is there in place a mechanism linking such associations at national</p>	<p>The OPMI provides seed funding in key areas to facilitate integration. Since its establishment, this office has channelled funding for migrant integration initiatives through local authorities, sporting organisations and faith-based groups.<sup>145</sup> Funding for integration also comes from government departments, such as the Scheme to Support National Organisations</p>

<sup>143</sup> See for example, *Direct provision 14: No Place to Call Home*, humanrights.ie, available at <http://humanrights.ie/wp-content/uploads/2014/06/C.-Reid-L.-Thornton-eds.-2014-Direct-Provision-at-14-No-Place-to-Call-Home.pdf>

<sup>144</sup> See [Trinity Immigration Initiative](#)

<sup>145</sup> See here for a list of recipients of this funding from 2008 to 2014: <http://www.integration.ie/website/omi/omiwebv6.nsf/page/funding-omiamounts-en>

	level? (e.g. network of migrant associations).	2014–2016 run by the Department for the Environment, Community and Local Government. New Communities Partnership is an independent national network of 175 immigrant led groups comprising 65 nationalities.
Membership and participation of migrants in civil society organisations and voluntary work:		
	Are there any legal or practical limitations or barriers for the membership of migrants in civil society organisations?	There are no legal barriers for the membership of legally resident migrants in civil society organisations. On a practical level, those seeking asylum are generally isolated from society due to their accommodation in direct provision centres and limited resources, as outlined above, which could clearly limit their involvement in civil society organisations. For other migrant people in Ireland, language could pose a barrier for some – active participation would clearly be easier for those who are proficient in the English language. There are no documented practical barriers to becoming a member of a membership-based civil society organisation in Ireland.
	Do civil society organisations encourage and support membership and participation of migrants and/or their descendants? E.g. through information and raising awareness initiatives in more languages, translation and language support services etc.	There is no evidence of any such initiative by civil society organisations in Ireland.
	Please provide any data on the participation and membership of migrants and their descendants in the most representative civil society organisations? (figures or % of organisation members, % of migrants and/or with migrant background as members, or descriptive data if statistical data is not available).	There are no data available on the participation of migrants and their descendants in the most representative civil society organisations in Ireland. As noted earlier, there are many migrant-led organisations in the country. AkiDwA is a strong example. AkiDwA is a national network of over 3,000 African women that aims to address the needs of African women living in Ireland. It focuses on addressing issues of racism, discrimination and gender-based violence. The organisation engages with many other Irish NGOs. Its founder, Salome Mbugua Henry, is from Kenya. <sup>146</sup>
Membership and participation of migrants in political parties:		
	Are there any legal or practical limitations or barriers for the membership of migrants in political parties, initiatives (e.g. petitions, signature collections) and movements?	A 2009 survey of political parties in Ireland found that none of them had an established practice of monitoring membership and that political parties found it very difficult to monitor the outcomes of any of their attempts to engage with migrants. These factors can act as barriers for the membership of migrants in political parties, as without knowing whether such

<sup>146</sup> See AkiDwA's webpage on Social Entrepreneurs Ireland for further detail: <http://socialentrepreneurs.ie/winners/salome-mbugua-henry/>



		efforts have made an impact, political parties may be inclined to put their resources elsewhere. <sup>147</sup>
	Do political parties encourage and support membership and participation of migrants and/or their descendants in their activities? E.g. through information and raising awareness initiatives in more languages, translation and language support services etc.	The potential barriers to political party membership described above are relevant here. In addition, commentators have noted a historic tendency among political parties to overlook the migrant population. <sup>148</sup> This changed briefly in the run-up to the 2009 local elections, with parties proactively seeking to involve migrants. However, by the 2014 elections, such efforts to encourage the involvement of migrant members seems to have fallen significantly. This has been largely attributed to the fact that most migrant candidates were not elected in 2009. (See section 3.2.2 for further detail.)
	Please provide any data on the participation and membership of migrants and their descendants in the political parties, initiatives and movements? (figures or % of party members, % of migrants and/or with migrant background as members, or descriptive data if statistical data is not available)	No data are collected by political parties on the participation rates of migrants. Descriptive data are provided in section 3.2.
	Are migrants elected as representatives of political parties, initiatives and movements? Please provide figures if available, and report the related legal or practical limitations or barriers, eventually faced.	See section 3.2 above.

### 3.7.Civic and citizenship education

	The participation of migrants and their descendants (with a distinct linguistic, cultural background) in education:	
	Have teachers of migrant background equal access to <b>employment</b> in education, as teachers? If yes, what is the rate of participation (% of teachers with migrant background at national level)? Are they represented in professional teacher associations? Please identify limitations, challenges and promising practice.	As long as teachers of migrant background are legally resident in Ireland, they are entitled to equal access to employment in education as other teachers. However, in order to qualify as a <b>primary school teacher</b> in Ireland, a person must be able to satisfy requirements of the Department of Education and Skills that they can teach the Irish language and be able to teach a range of subjects through the Irish language. In order to satisfy this requirement, applicants must pass all parts (written, aural and oral) of the qualifying Irish examination (Scrúdú Cáilíochta sa Ghaeilge) and also provide certification that they have completed a three-

<sup>147</sup> Fanning, B, O'Boyle, N and Shaw, J (2009) 'New Irish politics: Political parties and immigrants in 2009', Migration and Citizenship Initiative, UCD, Dublin, available at [http://www.ucd.ie/mcri/resources/new\\_irish\\_politics\\_report\\_final.pdf](http://www.ucd.ie/mcri/resources/new_irish_politics_report_final.pdf)

<sup>148</sup> Fanning, B, O'Boyle, N and Shaw, J (2009) 'New Irish politics: Political parties and immigrants in 2009', Migration and Citizenship Initiative, UCD, Dublin, available at [http://www.ucd.ie/mcri/resources/new\\_irish\\_politics\\_report\\_final.pdf](http://www.ucd.ie/mcri/resources/new_irish_politics_report_final.pdf)

		<p>week Irish language course in the Gaeltacht (Irish-speaking regions). For those who cannot satisfy these requirements, 'restricted recognition of qualifications' can be given, which in practice usually restricts these teachers to working with students with special educational needs.<sup>149</sup> Recent recession-related cutbacks have been made to resource teaching hours for children with special educational needs.<sup>150</sup> This may mean that teachers with a migrant background who cannot satisfy the Irish language requirements are more vulnerable to job cuts in the primary education sector.</p> <p>Both primary and post-primary school teachers who qualified outside Ireland must apply to The Teaching Council for recognition of their qualifications prior to registration. While those from another EU Member State should have their qualifications recognised (under the EU Directives for the Mutual Recognition of Professional Qualifications), no such safeguard exists for teachers from outside the EU.<sup>151</sup></p> <p>This review of secondary sources has identified no data on the proportion of teachers in Ireland with a migrant background, or the representation of teachers with a migrant background in professional organisations. Neither has any model of good practice emerged.<sup>152</sup></p>
	<p>Are there any particular gender issues?</p>	<p><i>Note:</i> These gender issues apply to all teachers.</p> <p>Women have dominated the primary teaching profession for many years in Ireland. They make up 86% of members of INTO, the primary teachers' union. Despite this, women are less likely to be school principal than men are: in December 2012, only 65% of primary school principals were women. Men are also more likely to earn more than women in this profession: 2012 data showed that female primary school teachers earned an average of €53,766 compared to an average of €57,040 for male primary school teachers.<sup>153</sup></p> <p>Gender inequality is also pervasive at third level; recent figures published by the Higher Education Authority have confirmed that in 2013, men comprised 71% of senior academic staff across all Irish universities.<sup>154</sup></p>
	<p>Are parents of migrant background actively participating in the school life? Please provide evidence concerning their participation</p>	<p>Research has shown that participation of migrant background parents in school life in Ireland depends on their proficiency level in English and the school's climate – i.e. the extent to which they are generally characterised as having good relations between</p>

<sup>149</sup> Information from the website of The Teaching Council: <http://www.teachingcouncil.ie/>

<sup>150</sup> See Irish Times, 'Caps and cuts spell trouble for special needs education', 7 January 2014, available at <http://www.irishtimes.com/life-and-style/health-family/caps-and-cuts-spell-trouble-for-special-needs-education-1.1646131>

<sup>151</sup> Ibid.

<sup>152</sup> Sources checked include: Department of Education and Skills' Statistics Website; recent annual reports of The Teaching Council; publications of teacher unions ASTI, IMPACT and the TUI.

<sup>153</sup> Irish Times, 'Gender imbalances in the classroom – and all the way up', 20 January 2015, available at <http://www.irishtimes.com/news/education/gender-imbalances-in-the-classroom-and-all-the-way-up-1.2067438>.

<sup>154</sup> See <http://www.heai.ie/news/gender-and-academic-staff>.

	<p>in parents associations, school and community events and extracurricular activities, consultations etc.<sup>155</sup></p>	<p>teachers, students and parents.<sup>156</sup> In this 2009 study, those parents with low levels of English were found to be less likely to actively participate in school life – language difficulties among students and parents were by far the most commonly cited factors associated with settling-in difficulties. Second-level schools were more likely to report such difficulties.</p> <p>In Ireland, language barriers between teaching staff and parents (as well as students) are addressed through English as an Additional Language (EAL) teachers. In 2012, there were 920 EAL teachers employed in primary schools throughout the country and 210 in second-level schools.<sup>157</sup> However, teacher allocation reforms introduced in that same year (2012) led to the funding stream for EAL teachers being combined with those of the General Allocation Model. Now, only schools where at least 20% of the total enrolment is made up of pupils requiring EAL support can lodge an appeal for a review of their allocated funding.<sup>158</sup> Smyth et al (2009) had found that lack of access to translation and interpretation services hinders the participation of parents with a migrant background in school life, in the majority of schools, a concern that is still relevant in light of these reductions to funding.</p> <p>Despite these barriers, there is some (albeit dated) evidence of efforts to involve parents in school life – according to the OECD’s 2009 review, in some schools immigrant parents participate in promoting linguistic diversity in classrooms through multilingual storytelling and creating multilingual cards; providing translation and interpretation services if needed in schools and for other immigrant parents; and volunteering for extra-curricular activities in schools.<sup>159</sup></p> <p>One example of promising practice in this field is the initiative <i>Pathways to Parental Leadership</i> developed by the Immigrant Council of Ireland (ICI) in 2011. This scheme is funded by the Network of European Foundations for Innovative Cooperation through the European Programme for Integration and Migration. It aims to foster migrant parents’ involvement in the school lives of their children, with the overall objective of improving the quality of the education of migrant children and ultimately strengthening the voice of migrants in the community. A toolkit for schools was</p>
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<sup>155</sup> For more information about involving the community in the school life and vice versa please refer also to the findings of the SIRIUS Network <http://www.sirius-migrationeducation.org/>

<sup>156</sup> Smyth, E, Darmody, M, McGinnity, F, Byrne, D (2009) *Adapting to diversity: Irish schools and newcomer students*, ESRI, Dublin, available at <http://www.ucd.ie/issda/static/documentation/esri/diversity-report.pdf>

<sup>157</sup> Houses of the Oireachtas (2012) *Written answers – School staffing*, available at <http://debates.oireachtas.ie/dail/2012/01/19/00046.asp>.

<sup>158</sup> See this FAQs sheet on the relevant most up-to-date Circular (007/2014) for further detail: [http://m.into.ie/roi/circulars/circulars2014/cl0007\\_2014\\_FAQs.pdf](http://m.into.ie/roi/circulars/circulars2014/cl0007_2014_FAQs.pdf)

<sup>159</sup> OECD (2009) *Reviews of migrant education – Ireland*, OECD, Paris, available at <http://www.education.ie/en/Publications/Policy-Reports/OECD-Review-of-Migrant-Education-Country-Report-for-Ireland.PDF>. Unfortunately, no further detail is provided, for example in terms of the proportion of schools running such initiatives.

		developed, which gives advice on how to encourage parental involvement and meet the needs of a diverse society. To date, this has been piloted in five schools around the Dublin area. <sup>160</sup>
	Are there extracurricular activities involving and engaging with children and parents of migrant background and/or focussing on civic and citizenship education? Please identify limitations, challenges and promising practice.	<p>According to Smyth et al (2009), around half of primary schools and two-thirds of second-level schools had put in place specific initiatives to support newcomers, including measures to specifically involve newcomer parents.<sup>161</sup> Unfortunately, no examples of such initiatives were provided in this study, or found through this review. This apparent absence of a platform to share emerging good practice from school-based initiatives aiming to facilitate engagement of migrant children and parents is another potential problem, as it means that schools cannot learn from each other in this regard.</p> <p>No project so far has aimed to review such activities in Irish schools. As described below, Irish schools have grown quite segregated in recent years, with some schools having no or very few students with a migrant background, while other schools have a strong intercultural profile.<sup>162</sup> It is possible that extra-curricular activities with migrant parents have emerged in the latter category, but these have not been captured in any secondary source reviewed here. The section on sports, above, presents some examples of sports organisation led initiatives involving migrant children. In 2011, MRCI released mPower a tool for youth empowerment where young migrants share their perspectives of growing up in Ireland and discuss issues such as identity, equality, racism and education.<sup>163</sup></p>
	Are there provisions for bilingual education? If yes, is it supported by trained teachers and training programmes, curriculum provisions and dedicated school manuals and books?	Yes, via English as an Additional Language (EAL) teachers allocated to primary and post-primary schools under the General Allocations Model (GAM) funding stream for the education system; as outlined above.
	Is there evidence of school segregation and/or policies of separate/distinct schooling of migrants?	Yes. The Annual School Census for 2013–2014 highlighted a high concentration of immigrant children in a relatively small number of primary schools. More than two-thirds of pupils in 20 schools were recorded as being of a non-Irish background. <sup>164</sup> Among the State’s 3,286 primary schools, 745 (23%) had a higher-than-average share of pupils from immigrant

<sup>160</sup> The toolkit for *Pathways to Parental Leadership* can be found here:

[http://www.immigrantcouncil.ie/images/stories/Toolkit\\_-\\_Full\\_version.pdf](http://www.immigrantcouncil.ie/images/stories/Toolkit_-_Full_version.pdf).

<sup>161</sup> Note: These figures are drawn from 2006 data and are therefore quite dated.

<sup>162</sup> This development has recently been reported in Irish media; see for example Irish Times, ‘School admissions: A silent segregation for non-Irish pupils’, 26 February 2015, available at <http://www.irishtimes.com/opinion/editorial/school-admissions-a-silent-segregation-for-non-irish-pupils-1.2117339>

<sup>163</sup> For further information, see <http://www.mrci.ie/our-work/young-people-education/>

<sup>164</sup> Irish Times, ‘Census figures raise concerns of ethnic segregation in schools’, 24 February 2015, available at <http://www.irishtimes.com/news/education/census-figures-raise-concerns-of-ethnic-segregation-in-schools-1.2114559>.

		<p>backgrounds, catering for 46,758 of the 59,269 children (79%) with a migrant background. This is partly explained by the fact that ethnic minority students are more likely to live in urban areas – the majority of these schools are based in and around Dublin city.<sup>165</sup> However, another reason is the fact that State schools are Catholic in orientation, and traditionally favour children from a Catholic background in their admissions policy. The Education (Admission to School) Bill, a first draft of which was published on 2 April 2015, proposed that this be addressed by forcing schools to publish entrance policies, and make it illegal to turn down a student on grounds of race, religion or disability.<sup>166</sup></p>
	<p>Is there evidence of modifying school curricula and teaching materials can be modified to reflect the diversity of the school population?</p> <p>Is the teacher regular curricula/training dealing with specific reference to immigrants or ethnic minorities and respect/promotion of diversity?</p>	<p>In 2006, the National Council for Curriculum Assessment published guidelines for intercultural education in primary and post-primary schools.<sup>167</sup> These are the most recently developed guidelines and since then no assessment has been published. Both sets of guidelines provide guidance for teachers and school management on:</p> <ul style="list-style-type: none"> <li>• mediating the curriculum in a way that reflects cultural diversity</li> <li>• making the curriculum as accessible as possible for children from ethnic minority groups</li> <li>• enhancing the intercultural experience of all pupils</li> <li>• creating an inclusive school culture.</li> </ul> <p>Both documents highlight ways of identifying intercultural education opportunities across the curriculum.</p>
	<p>Are all students – not only of migrant background – targeted and/involved by civic education and activities related to migrant integration at schools?</p>	<p>The above guidelines advocate a whole-school, inclusive approach, whereby all students are involved in efforts to provide an intercultural education; for example, suggested activities take a whole-group approach, involving the whole class and are not focused specifically on children with a migrant background.</p>
	<p>The implementation of specific measures and initiatives aiming at (the following is an indicative and non-exhaustive list):</p> <p>Improving the way civic and citizenship education reflect diversity in society through curricular and extracurricular activities. Are there specific programmes helping young people to learn how to live in a society with people from different cultures and religions?</p>	<p>The NCCA guidelines for intercultural education are relevant here; both those for primary and post-primary schools highlight good practice in intercultural education, stressing that this is not an addition to the curriculum but the nature of the whole curriculum itself – i.e., concerning all students. For example, one of the aims of the primary school guidelines is for all students to:</p> <p style="padding-left: 40px;">‘develop a respect for cultural difference, an appreciation of civic responsibility, and an</p>

<sup>165</sup> Ibid.

<sup>166</sup> Ibid.

<sup>167</sup> Both can be downloaded at [http://www.ncca.ie/en/Curriculum\\_and\\_Assessment/Inclusion/Intercultural\\_Education/](http://www.ncca.ie/en/Curriculum_and_Assessment/Inclusion/Intercultural_Education/).

		understanding of the social dimensions of life, past and present’.
	Improving the way formal curriculum subjects, e.g. literature, history, etc. promote mutual understanding, respect for ethnic and religious diversity and the common democratic and pluralist values?	The curriculum for religious education at post-primary level includes all world religions. <sup>168</sup> Guidance for the module <i>Civil, Social and Political Education</i> allows scope for interculturalism to be addressed. <sup>169</sup> An academic paper on the subject, on analysing key classroom texts, concluded that the curriculum at primary level places stronger emphasis on the celebration of diversity, the promotion of a sense of active citizenship and the importance of engendering values appropriate to a pluralist society, than the curriculum at post-primary level. This was partly attributed to ‘the primary curriculum being more “child-centred” and flexible, whereas the post-primary curriculum, particularly at senior cycle level, is rather fixed and prescriptive in the sense that it is more geared towards the Leaving Certificate exam.’ <sup>170</sup>
	Facilitating equal opportunities in education for children with migrant background?	None documented.
	Facilitating the involvement, participation and support of parents with migrant background in the educational system and in the school activities?	In 2011, the initiative <i>Pathways to Parental Leadership</i> was developed by the Immigrant Council of Ireland (ICI). This scheme is funded by the Network of European Foundations for Innovative Cooperation through the European Programme for Integration and Migration. It aims to foster migrant parents’ involvement in the school lives of their children, with the overall objective of improving the quality of the education of migrant children and ultimately strengthening the voice of migrants in the community. A toolkit for schools was developed, which gives advice on how to encourage parental involvement and meet the needs of a diverse society. To date, this has been piloted in five schools around the Dublin area. <sup>171</sup>
	Providing language learning support to students of migrant background?	Provision of English as an Additional Language (EAL) teachers in schools that have students requiring English language support (as described above).
	Improving attendance and reducing drop-out of students with migrant background?	See description of the Home School Community Liaison scheme below.
	Improving school and teachers’ capacity to embrace, build on and/or manage diversity?	See above, regarding NCCA (National Council for Curriculum and Assessment) guidelines on intercultural education for primary and post-primary levels. The NCCA is a statutory body with an advisory role to the Minister for Education.

<sup>168</sup> See for example, Department of Education and Skills, *Junior Certificate: Religious education syllabus*, available at [http://www.curriculumonline.ie/getmedia/c0c1f394-79c8-4455-bea5-c9e014a9945d/JCSEC22\\_religion\\_syllabus.pdf](http://www.curriculumonline.ie/getmedia/c0c1f394-79c8-4455-bea5-c9e014a9945d/JCSEC22_religion_syllabus.pdf)

<sup>169</sup> See <http://www.curriculumonline.ie/Junior-cycle/Junior-Cycle-Subjects/Civic-Social-and-Political-Education>

<sup>170</sup> Faas, D and Ross, W (2012) ‘Identity, diversity and citizenship: A critical analysis of textbooks and curricula in Irish schools’, *International Sociology*, Vol. 27, Available at <http://www.tara.tcd.ie/bitstream/handle/2262/67620/Identity.pdf?sequence=1>.

<sup>171</sup> The toolkit for *Pathways to Parental Leadership* can be found here: [http://www.immigrantcouncil.ie/images/stories/Toolkit\\_-\\_Full\\_version.pdf](http://www.immigrantcouncil.ie/images/stories/Toolkit_-_Full_version.pdf).

	<p>In particular, please specify if there are promising practices, including affirmative action / positive action practices designed to tackle structural inequalities</p>	<p>Delivering Equality of Opportunity in Schools (DEIS) is the Department of Education and Skill's Action Plan for Educational Inclusion. Launched in May 2005, it remains the Department's policy instrument to address educational disadvantage. It focuses on addressing and prioritising the educational needs of children and young people from disadvantaged communities, by designating certain schools as being disadvantaged. Attending such schools means having access to a range of supports, such as the Home School Community Liaison (HSCL) scheme, the School Meals Programme and literacy and numeracy supports.<sup>172</sup> The HSCL scheme provides targeted support for students who are at risk of not reaching their potential in the educational system because of economic or social disadvantage. While available to all DEIS school students, its potential role in bridging the gap and enhancing 'the complementary skills of the school team members and the migrant families whose children are attending primary or post-primary schools' has been highlighted.<sup>173</sup></p>
	Other...	

### 3.8. Drivers, barriers for the implementation, monitoring and assessment of legislation & policy measures

	<p>Previous paragraphs indicated in detail aspects about the actual implementation of participation policies, normative framework and measures. In this section briefly summarize the most important drivers, positive factors and the barriers, resistance or negative factors that have been identified regarding the design, implementation, monitoring and assessment of policy measures and normative framework for the political and</p>	<p>All the following drivers and barriers (and others) are explored in further detail in the previous sections.</p> <p><b>Drivers</b></p> <ul style="list-style-type: none"> <li>• In 2013, changes in the third level fees structure for migrant students, whereby non-EEA students who acquire citizenship during their college course are no longer required to pay the full (international) college fees.<sup>174</sup></li> <li>• A series of recent reforms by the Department for Justice, Equality and Law Reform led to a substantial reduction in the length of time it takes for an application to be processed.<sup>175</sup></li> <li>• Migrants can vote in local elections; a range of initiatives have been organised to raise awareness of this right.<sup>176</sup></li> </ul>
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<sup>172</sup> For a full list of supports, see <http://www.education.ie/en/Schools-Colleges/Services/DEIS-Delivering-Equality-of-Opportunity-in-Schools-/DEIS-Supporting-Information/Supports-to-DEIS-Schools.html>.

<sup>173</sup> For example, see Commission of the European Communities (2008) *Green paper – Migration and mobility: Challenges and opportunities for EU education systems. Summary of views conveyed to the Department of Education and Science by stakeholders in the education sector in Ireland during a recent consultation process*, available at [https://www.education.ie/en/Publications/Education-Reports/nc\\_response\\_stakeholders.pdf](https://www.education.ie/en/Publications/Education-Reports/nc_response_stakeholders.pdf).

<sup>174</sup> Department of Education and Skills (2013), Press release, available at <http://www.education.ie/en/Press-Events/Press-Releases/2013-Press-Releases/PR13-07-25.html>.

<sup>175</sup> For further information, a statement from the Department of Justice, Equality and Law Reform is available [here](#).

<sup>176</sup> For example, See Dublin City Council, 'One city, one people', at <https://www.google.ie/url?sa=t&rct=j&q=&esrc=s&source=web&cd=2&cad=rja&uact=8&ved=0CCYQFjAB&url=http%3A%2F%2Fwww.dublincity.ie%2Fmain-menu-services-community-intercultural-dublin%2Fone-city-one-people&ei=kJVIVefuB9OvaYPzgZAI&usg=AFQjCNGfz3jRiFs5AGq6g0pejj2Xj0Qaug&bvm=bv.92291466.d.d2s>

	<p>social participation of migrants and their descendants. Please base the analysis on governmental and non-governmental reports, as well as research and studies.</p>	<ul style="list-style-type: none"> <li>• Various initiatives of sporting organisations, especially the GAA, the FAI and SARI have aimed to encourage the participation of people from a migrant background.<sup>177</sup></li> <li>• There is evidence that a high proportion of primary and post-primary schools put in place specific initiatives to support newcomers.<sup>178</sup></li> <li>• In 2006, the publication of the National Council for Curriculum Assessment guidelines for intercultural education in primary and post-primary schools, which advocate a whole-school, inclusive approach, whereby all students are involved in efforts to provide an intercultural education.<sup>179</sup></li> <li>• The establishment of the Minister of State for Integration and the Office for the Promotion of Migrant Integration (OPMI), through which funding was streamed to local authorities, sporting organisations and faith-based organisations for initiatives aiming to encourage the integration and participation of migrants in Irish society.</li> </ul> <p><b>Barriers</b></p> <ul style="list-style-type: none"> <li>• Costs and bureaucracy associated with the citizenship acquisition process;<sup>180</sup></li> <li>• The 2004 referendum in which nearly 80% of the electorate voted in favour of rescinding the right to birth-right citizenship for all children born in the island of Ireland regardless of their parentage;<sup>181</sup></li> <li>• Various barriers to exercising the right to vote for migrants with Irish citizenship, including a lack of information about their right to vote among some migrants with Irish citizenship;<sup>182</sup></li> <li>• The lack of established practices of monitoring membership among political parties;<sup>183</sup></li> <li>• That Ireland does not have an Electoral Commission (though one is proposed to be established sometime in the future);<sup>184</sup></li> </ul>
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<sup>176</sup> See Citizen Information Board, 'Citizen information: Public service information provided by the Citizen Information Board', at <http://www.citizensinformation.ie/en/>

<sup>177</sup> For further information, see <http://www.sari.ie/stick-with-diversity/>; GAA (2009) *Inclusion and integration strategy 2009–2015*; FAI (2007) *Intercultural football plan – Many voices, one goal*, available at [https://www.fai.ie/sites/default/files/atoms/files/FAI\\_INTERCULTURAL\\_PLAN%20v1.pdf](https://www.fai.ie/sites/default/files/atoms/files/FAI_INTERCULTURAL_PLAN%20v1.pdf)

<sup>178</sup> Smyth, E, Darmody, M, McGinnity, F, Byrne, D (2009) *Adapting to diversity: Irish schools and newcomer students*, ESRI, Dublin, available at <http://www.ucd.ie/issda/static/documentation/esri/diversity-report.pdf>

<sup>179</sup> Both can be downloaded at [http://www.ncca.ie/en/Curriculum\\_and\\_Assessment/Inclusion/Intercultural\\_Education/](http://www.ncca.ie/en/Curriculum_and_Assessment/Inclusion/Intercultural_Education/).

<sup>180</sup> NASC (Irish Immigrant Support Centre), 'Joint statement on citizenship from NASC and Immigrant Council', 24 November 2014, available at <http://www.nascireland.org/latest-news/joint-statement-citizenship-nasc-immigrant-council/>.

<sup>181</sup> Lentin, R (undated) *Migrant women's networking: New articulations of transnational identity*.

<sup>182</sup> Irish Times, 'Call for election focus on immigrants', 17 February 2011, available at <http://www.atlanticphilanthropies.org/news/call-election-focus-immigrants>; Fanning, B, O'Boyle, N and Shaw, J (2009) 'New Irish politics: Political parties and immigrants in 2009', Migration and Citizenship Initiative, UCD, Dublin, available at [http://www.ucd.ie/mcri/resources/new\\_irish\\_politics\\_report\\_final.pdf](http://www.ucd.ie/mcri/resources/new_irish_politics_report_final.pdf)

<sup>183</sup> Fanning, B, O'Boyle, N and Shaw, J (2009) 'New Irish politics: Political parties and immigrants in 2009', Migration and Citizenship Initiative, UCD, Dublin, available at [http://www.ucd.ie/mcri/resources/new\\_irish\\_politics\\_report\\_final.pdf](http://www.ucd.ie/mcri/resources/new_irish_politics_report_final.pdf)

<sup>184</sup> Irish Times, 'New electoral commission must have teeth and proper resources', 6 November 2011; Fanning, B, O'Boyle, N and Bucchianico, V (2014) *Inclusive politics for a diverse republic*, UCD, Dublin.



		<ul style="list-style-type: none"> <li>• Various barriers to voting in local elections for people with a migrant background, including a significant political knowledge gap among the immigrant population<sup>185</sup> and limited links between immigrant organisations and Irish organisations, most notably parties.<sup>186</sup></li> <li>• The abolition of the position of Minister of State for Integration.</li> <li>• Lack of legal status of migrant consultative bodies,</li> <li>• Decrease in interest among political parties in encouraging migrant candidates following the 2009 elections;</li> <li>• Various barriers to membership of migrant workers in trade unions, including cost, language and misperceptions above trade unions;<sup>187</sup></li> <li>• Cultural homogeneity in the Irish media;<sup>188</sup></li> <li>• Lack of an outcomes/evaluation focus in the various relevant strategies and action plan, such as those of the Arts Council and An Garda Síochana, an issue that emerged during the research process for this report;</li> <li>• The fact that Ireland has not opted in to Directive 2003/109/EC concerning the status of third country nationals who are long-term residents, which means an administrative long-term residence is only open to employment permit holders and their dependent spouses and scientific researchers;<sup>189</sup></li> <li>• The living situation of asylum seekers makes it virtually impossible for them to integrate in any meaningful way in Irish society;<sup>190</sup></li> <li>• Irish language requirements in order to become a primary school teacher in Ireland;</li> <li>• Language acting as a barrier to the participation of parents of migrant background in school life and cuts to funding for English as an Additional Language (EAL) teachers;<sup>191</sup></li> <li>• A high concentration of immigrant children in a relatively small number of primary schools,<sup>192</sup></li> </ul>
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<sup>185</sup> Feldman, A, Loyal, S and Migge, B (2008) 'Getting on: From migration to integration – Chinese, Indian, Lithuanian and Nigerian migrants' experiences in Ireland', Immigrant Council of Ireland Independent Law Centre, Dublin.

<sup>186</sup> Fanning et al. 2004 (cited in Fanning and O'Boyle, 2009).

<sup>187</sup> Heyes, J and Hyland, M (2012) 'Supporting, recruiting and organising migrant workers in Ireland and the United Kingdom: A review of trade union practices, in Galgoczi, B, Leshke, J and Watt, A (eds.), *EU labour migration in troubled times: Skills mismatch, return and policy responses*, Ashgate, Surrey.

<sup>188</sup> Kenny, C. (2010) 'Finding a Voice or Fitting In? Migrants and Media in the New Ireland', *Media Culture Society* 32(2): 311–22.

<sup>189</sup> Quinn, E and Gusciute, E (2013) *Attracting highly qualified and qualified third country nationals: Ireland*, European Migration Network and ESRI, available at [http://emn.ie/files/p\\_201309040202272013\\_Highly%20Skilled%20Focussed%20Study.pdf](http://emn.ie/files/p_201309040202272013_Highly%20Skilled%20Focussed%20Study.pdf)

<sup>190</sup> (See for example, [No Place to Call Home \(2014\)](#)).

<sup>191</sup> Smyth, E, Darmody, M, McGinnity, F, Byrne, D (2009) *Adapting to diversity: Irish schools and newcomer students*, ESRI, Dublin, available at <http://www.ucd.ie/issda/static/documentation/esri/diversity-report.pdf>.

<sup>192</sup> Irish Times, 'Census figures raise concerns of ethnic segregation in schools', 24 February 2015, available at <http://www.irishtimes.com/news/education/census-figures-raise-concerns-of-ethnic-segregation-in-schools-1.2114559>.

		which is partly because state schools traditionally favour children from a Catholic background in their admissions policy.
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### 3.9. Use of funding instruments (EIF, ERF, EMIF)

	<p>Please provide briefly information and documented insights about the allocation and distribution of funds aimed at supporting political and social participation, and active citizenship measures for migrants and/or their descendants.</p>	<p>As noted earlier, following the establishment of the OPMI, a funding stream channelled funding for migrant integration initiatives through local authorities, sporting organisations and faith-based groups.<sup>193,194</sup> Data on this funding does not differentiate between the nature of funded projects, for example if they address participation. The governmental Scheme to Support National Organisations 2014–2016 run by the Department for the Environment, Community and Local Government provides funding to the voluntary sector and could also be accessed for migrant participation projects. Funding for integration is also made available through the European Refugee Fund (ERF), the European Fund for the Integration of Third-Country Nationals (EIF) and the Employment for People from Immigrant Communities project (EPIC) which is supported by the European Social Fund (ESF). In addition, various philanthropic bodies, most notably Atlantic Philanthropies, have provided voluntary sector funding over recent years to migrant organisations.</p>
	<p>In particular provide a breakdown of funding for the relevant actions and measures by area (political participation, social participation and membership, indicating the source of funding (EIF, ERF, national, regional, other funding source) by <b>using the Annex 5</b></p>	

### 3.10. Key legal and policy developments, and relevant case law

	<p>In this section, please provide information about developments regarding the above legal and policy instruments concerning participation (political, consultation, membership and association, active citizenship and civic education), including any new legislative or policy initiatives in the framework of migrant integration in the country. Key developments may be new legislation or policies, abolition, update, improvement or reform of</p>	<p>There have been few legal and policy developments in recent years regarding migrant participation in society. The forthcoming national migrant integration strategy, cited earlier, should address this issue. Prior to that, the 2008 statement on policy <i>Migration Nation</i>, as described in Section 1 and 2, sets out some proposed actions that would, if implemented, have had a positive impact, including for example increasing the number of language support teachers from a figure of 1,450 to 1,800.<sup>195</sup> However, since its publication, developments such as the recession and the abolition of the position of Minister of State for Migrant Integration have made this document out-dated, with</p>
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<sup>193</sup> See here for a list of recipients of this funding from 2008 to 2014:

<http://www.integration.ie/website/omi/omiwebv6.nsf/page/funding-omiamounts-en>

<sup>194</sup> See here for a list of local authorities that developed local integration strategies as a result of this funding:

<http://www.integration.ie/website/omi/omiwebv6.nsf/page/managingdiversity-strategies-local-en>

<sup>195</sup> Office of the Minister for Integration (2008) *Migration Nation: Statement on integration strategy and diversity management*, available at [http://www.integration.ie/website/omi/omiwebv6.nsf/page/AXBN-7SQDF91044205-en/\\$File/Migration%20Nation.pdf](http://www.integration.ie/website/omi/omiwebv6.nsf/page/AXBN-7SQDF91044205-en/$File/Migration%20Nation.pdf)

	<p>existing ones, as well as important case law, court, equality body or administrative cases, that have had or may have an impact on the implementation of legal and policy instruments and on the actual situation on the ground, including public debates and perceptions among the native population and migrants. (Use template in Annex 9).</p>	<p>many of its proposed actions since decided against.<sup>196</sup> (See Section 2 for further detail.)</p> <p>The OPMI (under the Department of Justice, Equality and Law Reform) has a funding stream for various voluntary and sports bodies and local authorities to initiate projects (and in the case of local authorities, to develop local integration strategies) that facilitate the integration and participation of people with a migrant background.<sup>197</sup></p> <p>Currently, asylum seekers are treated as international students if they apply to attend third level education in Ireland (i.e. higher fees apply). However, in April 2015, the Minister for Education Jan O’Sullivan drew attention to a working group established in 2014 to address this issue, and has expressed her interest in changing current regulations so that asylum seekers have equal access to third level education in Ireland.<sup>198</sup> The report of this working group has not yet been published.</p> <p>Finally, and also noted above, the Education (Admission to School) Bill, first drafted on 2 April 2015<sup>199</sup>, proposes to make it illegal for a school to turn down a student on grounds of race, religion or disability. Another key development (though back in 2004) was the 27<sup>th</sup> Amendment of the Constitution Act, 2004), which restricted automatic citizenship to children born in Ireland who have one parent who is a citizen or is entitled to citizenship.</p>
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## 4. Social cohesion and community relations

### 4.1. Social cohesion policies

	<p>Does the national integration legal and policy framework refer to social/community cohesion? Is there a clear definition of social/community</p>	<p>The policy statement <i>Migration Nation</i> makes a number of references to social cohesion, arguing for example that ‘integration is a necessary, but not sufficient, condition for social cohesion’.<sup>200</sup> However, this document provides no definition of social or community</p>
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<sup>196</sup> See ERA press release, 19 December 2013, for further detail:

<http://www.eracampaign.org/uploads/Equality%20and%20Rights%20Alliance%20press%20release%20dec%202019.pdf>:

McGinnity, F, Quinn, E, O’Connell, P and Kingston G (2014) *Submission on integration policy May 2014: Monitoring migrant integration in Ireland*; New Communities (2011) ‘Cabinet fails immigrants with removal of Minister for Integration – Press release’, available at <http://www.newcommunities.ie/news/2011/03/11/cabinet-fails-immigrants-with-removal-of-minister/>

<sup>197</sup> See OPMI, ‘List of beneficiaries of our funding’, at <http://www.integration.ie/website/omi/omiwebv6.nsf/page/funding-omiamounts-en>

<sup>198</sup> Irish Times, ‘Asylum seekers to get access to third level akin to Irish students’, 8 April 2015, available at <http://www.irishtimes.com/news/social-affairs/asylum-seekers-to-get-access-to-third-level-akin-to-irish-students-1.2169034>

<sup>199</sup> Ireland, Education (Admissions to Schools) Bill 2015, 2 April 2015, available at <http://www.oireachtas.ie/viewdoc.asp?DocID=28712&&CatID=59>

<sup>200</sup> Office of the Minister for Integration (2008) *Migration nation – Statement on integration management and diversity strategy*, p. 15, available at [http://www.integration.ie/website/omi/omiwebv6.nsf/page/AXBN-7SQDF91044205-en/\\$File/Migration%20Nation.pdf](http://www.integration.ie/website/omi/omiwebv6.nsf/page/AXBN-7SQDF91044205-en/$File/Migration%20Nation.pdf)

	<p>cohesion? Please report it here – in original language and in full English translation.</p>	<p>cohesion. The <i>Programme for Government 2011</i> makes this commitment: ‘We will promote policies which integrate minority ethnic groups in Ireland, and which promote social inclusion, equality, diversity and the participation of immigrants in the economic, social, political and cultural life of their communities’.<sup>201</sup></p>
	<p>Are there any specific measures in place to strengthen social cohesion? Please refer to promising practices and examples of challenges. Use the template for promising practices in Annex 7 highlighting the most important and/or successful.</p>	<p>The Office for the Promotion of Migrant Integration (OPMI) provides funding to local authorities, voluntary organisations and sports bodies for initiatives that promote migrant integration; though this funding stream is not specifically focused on social cohesion, projects that aim towards strengthening social cohesion would come under its remit.<sup>202</sup> For example, measures in the field of sports (initiated by the GAA and the FAI) outlined in Section 3 are relevant here.</p> <p>The <i>EPIC programme</i> (Employment for People from Immigrant Communities) supports people with a migrant background in gaining financial independence and social integration through accessing employment or further education or training (see Annex 7 for further detail).</p> <p><i>Galway 2040</i> is an initiative of county Galway, which aims to create discussion and debate among residents of that city and county about how they would like it to be one generation from the initiative’s establishment (201). It has 14 ‘pillar themes’, one of which is social cohesion: ‘We will look at a vision for Galway city and county where every individual is cherished and has a place they call home – not just a place to live. This implies a community in active care for all its citizens’.<sup>203</sup> A series of symposia are being held on each theme; to date none has taken place on the theme of social cohesion.</p>
	<p>Are there indicators used by authorities to assess, monitor and support social cohesion policies? E.g. social distance, social interaction, intergroup relations, etc. Please provide available relevant data, figures and findings, if any, and present them briefly in the relevant table of the Annex (4).</p>	
	<p>Please outline available research, studies, and surveys about <b>the sense of belonging and identification of migrants and/or their descendants with diverse types of local, regional and national identities</b>. Please summarise briefly key findings and any differentiations by nationality or ethnic origin, gender, age and geographic area.</p>	<p>In 2013, an international study of social cohesion by the German non-profit foundation Bertelsmann Stiftung found that Ireland fell in the second highest tier regarding social cohesion, though it did less well regarding these indicators of social cohesion: perception of fairness and civic participation, and (in particular) trust in institutions. It performed most strongly for social networks and solidarity and helpfulness.<sup>204</sup> A qualitative study of ten migrant families (with a focus on the perspectives of children) identified patterns in how migrant children ‘structure their belonging through processes of preservation and transformation – either through assimilatory practices (e.g. immersion in the Irish identity) or through hybrid practices (e.g.</p>

<sup>201</sup> Department of an Taoiseach (2011) *Programme for Government 2011–2016*, available at [http://www.taoiseach.gov.ie/eng/Work\\_of\\_the\\_Department/Programme\\_for\\_Government/](http://www.taoiseach.gov.ie/eng/Work_of_the_Department/Programme_for_Government/)

<sup>202</sup> See Section 3 for more detail on this funding stream.

<sup>203</sup> See <http://galway2040.ie/pillars/social-inclusion/>

<sup>204</sup> Dragolov, G, Ignácz, Z, Lorenz, J, Delhey, J and Boehnke, K (2013) Social cohesion radar – Measuring common ground: An international comparison of social cohesion, Bertelsmann Stiftung.

		<p>investment in both core-valued ethnic identities and in Irish identity)<sup>205</sup>. For some, particularly those from mixed-nationality households, it was found important to sustain hybrid identities. For refugee families, by contrast, a tendency was identified to 'invest in assimilatory processes as they worked to belong'.<sup>206</sup> The study found that the ethos of the attended school played an important role in such patterns of belonging, as did a range of other factors, including: 'pre-migration capital'; the strength of the connection between the migrant family and family members in their country of origin; strength of religious identity; the family's social capital in their minority ethnic community; and the family's cultural and economic capital.</p> <p>A survey of post-primary students in Ireland found that on a 'social distance scale', the majority of students reported 'no social distance' regarding most minority groups: 74% reported no social distance from Black African Immigrants, and 64% reporting no social distance from Eastern Europeans or Muslims. A higher proportion identify a strong sense of social distance from Muslims than from either Black African Immigrants or Eastern Europeans, with 18% of respondents having a high or very high social distance score with respect to Muslims.<sup>207</sup> Interestingly, it found that students that had taken transition year<sup>208</sup> tend to exhibit lower levels of social distance from all minorities; this was associated with having discussed 'racism, refugees and migration' in class during the transition year.</p> <p>Qualitative research that informed the development of the National Plan Against Racism 2004–2008 found that while migrant participants found Ireland a relatively tolerant place to live, they felt that the majority population showed insufficient appreciation of their culture.<sup>209</sup></p> <p>Finally, some of the previously cited research on barriers to political participation are also relevant here, specifically analysis that has shown that the power and influence of 'the informal institutions of Irish politics – especially the importance of informal social networks built through participation in indigenous Irish organizations like the Gaelic Athletic Association' can act as a barrier for migrant participation in politics.<sup>210</sup></p>
	Please indicate legal measures and case law affecting social cohesion and	No legislation in Ireland specifically affects social cohesion and community relations.

<sup>205</sup> Department of Children and Youth Affairs (2013) Research briefing no. 21 – Working to belong: Children in migrant families negotiating the relationship between home and school in primary schools in Ireland, available at [http://www.dcy.gov.ie/documents/ScholarshipProgramme\\_No21\\_6pg-2.pdf](http://www.dcy.gov.ie/documents/ScholarshipProgramme_No21_6pg-2.pdf).

<sup>206</sup> Ibid.

<sup>207</sup> Tormey, R and Gleeson, J (2012) 'Irish post-primary students' attitudes towards ethnic minorities', Irish Educational Studies, pp. 1–17, available at <http://www2.ul.ie/pdf/571625189.pdf>.

<sup>208</sup> Transition year is an option year of study for post-primary students, after their second-level junior cycle state examinations; it takes a more student-centred approach and has less focus on the senior cycle exams than subsequent years.

<sup>209</sup> Department of Justice, Equality and Law Reform (2005) *Planning for diversity: The National Plan Against Racism 2005–2008*, available at <http://www.justice.ie/en/JELR/NPAREn.pdf/Files/NPAREn.pdf>.

<sup>210</sup> Dobbs, E (2009) *Navigating networks: Local government, civil society and political integration in Ireland*, Trinity Immigration Initiative

	community relations, for example the banning of specific religious or ethnic dress, such as the 'burqa' <sup>211</sup> .	
	<p>Does the action plan or strategy on integration and inclusion of migrants and their descendants address combating racism, xenophobia and intolerance?</p> <p>Are there specific integration/inclusion actions related to racism and intolerance for education and/or for young people? If yes, how are such actions linked to general integration and/or social inclusion and/or cohesion policy? Please provide information on implementation and impact of such plans and refer to any assessment of their impact?</p>	<p><i>Migration Nation</i> refers to the <i>National Action Plan Against Racism (NPAR) 2005–2008</i> on this matter. While now outdated, this is the most recent government policy document to specifically address racism. The NPAR sets out an intercultural framework for the Plan, based on the five objectives of protection, inclusion, provision, recognition and participation. A range of expected outcomes are listed under each objective. For example, objective 1 addresses effective protection and redress against racism. Under each proposed outcome, there is a list of actions. In 2009, the Strategic Monitoring Group on the NPAR submitted a final report on its implementation. While acknowledging many of the actions had been implemented during its period, the report raises concern that many have yet to be implemented, and that the economic recession that began during the Plan's period of implementation led to 'organisations working in the area of integration and interculturalism [being] the first victims of Government cutbacks'.<sup>212</sup> Since then, further cutbacks have been made and the position of Minister of State for Migrant Integration has been abolished.<sup>213</sup> According to the website of the OPMI, emphasis regarding the NPAR since 2009 has been on 'implementation of the sectoral plans ... and on funding of certain anti-racism measures'.<sup>214</sup></p>
	<p>Please provide information about state and non-state responses via positive measures, campaigns, partnerships involving migrants and communities. Please provide information only about those actions that focus on migrants and on <u>prevention</u> and promotion of peaceful living together and integration as mutual accommodation combatting racism and intolerance. Please outline any assessment about their impact and identify any relevant promising practice.</p>	<p>Anti-racism initiatives in Ireland typically target the majority population. ENAR Ireland (Irish Network Against Racism) for example is a national network of anti-racism NGOs, which aims to work collectively to highlight and address the issue of racism in Ireland through the promotion and monitoring of EU and global anti-racist initiatives. ENAR Ireland is the Irish National Coordination for the European Network Against Racism (ENAR) based in Brussels.<sup>215</sup></p> <p>For initiatives or campaigns that aim to promote peaceful living across different communities, interesting models have emerged in the field of sports. Most notably, Sports Against Racism Ireland (SARI) is a not-for-profit organisation that was set up in 1997 with aims that include promoting intercultural dialogue and celebrate cultural diversity through projects in schools and encouraging government agencies and national</p>

<sup>211</sup> Cfr. The notable ECHR case European Court of Human Rights (ECtHR), *S.A.S. v. France*, No. 43835/11, 1 July 2014, available at [http://hudoc.echr.coe.int/sites/eng/pages/search.aspx?i=001-145466#{"itemid":\["001-145466"\]}](http://hudoc.echr.coe.int/sites/eng/pages/search.aspx?i=001-145466#{)

<sup>212</sup> Strategic Monitoring Group (2009) *The National Plan Against Racism (NPAR) 2005–2009 – Not just an end, a beginning*, available at <http://www.integration.ie/website/omi/omiwebv6.nsf/page/Racism-npar-en>. Appendix 5 presents a detailed 'scoreboard' on the implementation of all the actions outlined in this report.

<sup>213</sup> In July 2014, Labour Party TD Aodhán Ó Riordáin was appointed to a new ministerial role: Minister of State with responsibility for New Communities, Culture and Equality. This junior ministerial role is spread across the Department of Justice and Equality and the Department of Arts, Heritage and the Gaeltacht.

<sup>214</sup> See <http://www.integration.ie/website/omi/omiwebv6.nsf/page/Racism-npar-en>

<sup>215</sup> For further information, see <http://enarireland.org/>

	(Use the template for promising practices in Annex 7).	sports bodies to adopt anti-racism measures. It runs Soccerfest, a national, intercultural soccer tournament. A total of 46 teams (men and women) are involved throughout the country. 'Soccerfest provides an environment in which people from a diverse range of backgrounds and cultures can appreciate their shared passion and compete in a respectful way, recognising the diversity that is among the population and a feature of international sport.' <sup>216</sup> SARI runs a range of other programmes and activities ('Stick with Diversity' was highlighted in section 3) that aim to promote social cohesion and prevent racism. <sup>217</sup> No evaluations or impact assessments are available on their website, although documentation on one initiative (Soccernites) does refer to an ongoing evaluation of that initiative.
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## 4.2. Combatting racism and intolerance

	<p>Are there any policy measures, initiatives and practices to accommodate for ethnic or religious differences, for example in regard to sharing public space, such as swimming pools at local level?</p> <p>Identify any promising practices encouraging social interaction and contacts of people of different backgrounds at local level <b>(use the template for promising practices in annex 7)</b>.</p>	<p>The NPAR's third objective is concerned with 'accommodating diversity in service provision'. One of the measures listed under this objective is: 'Build an intercultural dimension into the Public Service Modernisation Programme as part of the equality/diversity theme'. However, neither the government's public service reform plan published in 2011 or subsequent publications on the progress of public service reform have addressed the issue of accommodating diversity in public services.<sup>218</sup> As noted earlier, integration policy (where it has appeared to date) has taken a mainstreaming approach.</p> <p>In 2009, the Health Services Executive (HSE) published their <i>Health services intercultural guide: Responding to the needs of diverse religious communities and cultures in healthcare settings</i>. This provides general good practice guidelines for healthcare providers on providing person-centred, intercultural care before going on to give detailed guidance on the ethnic and religious needs of various ethnic and religious minority communities in Ireland.<sup>219</sup> It was developed under the HSE's National Intercultural Health Strategy 2007–2012.</p> <p>For promising practices in encouraging social interaction, please see the SARI initiatives outlined above.</p>
	Please indicate concrete measures, initiatives or programmes targeting	No initiatives targeting migrants that aim to improve trust in public institutions have been identified. Initiatives outlined in section 3 that aimed to increase

<sup>216</sup> See <http://www.sari.ie/sari-soccerfest/>

<sup>217</sup> See <http://www.sari.ie/activities/> for a comprehensive list.

<sup>218</sup> Department of Public Expenditure and Reform (2011) *Public service reform 2011*, available at <http://www.reformplan.per.gov.ie/2014/downloads/files/Reform%20Plan%202011.pdf>. And see for example Department of Public Expenditure and Reform (2015) *Annual progress report on the Public Service Reform Plan 2014–2016*, available at [http://reformplan.per.gov.ie/resources/DPER\\_progress-report-2015\\_WEB.pdf](http://reformplan.per.gov.ie/resources/DPER_progress-report-2015_WEB.pdf)

<sup>219</sup> HSE (2009) *Health services intercultural guide: Responding to the needs of diverse religious communities and cultures in healthcare settings*, available at [http://www.tusla.ie/uploads/content/Publication\\_Health\\_Services\\_Intercultural\\_Guide.pdf](http://www.tusla.ie/uploads/content/Publication_Health_Services_Intercultural_Guide.pdf).

	<p>migrants and/or descendants aiming at building trust in public institutions, especially at local level. E.g. campaigns, opening doors and reaching out to citizens, social centres, informal collective bodies, cultural events etc.</p> <p>Please provide notable examples of promising practice (<b>use the template for promising practices in annex 7</b>).</p>	<p>migrants’ awareness of their voting rights might be relevant here.</p>
	<p>Are there any specific ethical or other guidelines or rules concerning the language used by media or journalists, when writing about migrants and/or their descendants? In this case please provide briefly information about actual application of such rules and challenges.</p>	<p>The Press Council of Ireland have a code of practice for the press. Principle 8 ‘Prejudice’ states:  Newspapers and magazines shall not publish material intended or likely to cause grave offence or stir up hatred against an individual or group on the basis of their race, religion, nationality, colour, ethnic origin, membership of the Travelling community, gender, sexual orientation, marital status, disability, illness or age.<sup>220</sup></p> <p>Any member of the public can make a complaint to the Press Ombudsman of Ireland if they feel that any article in a member organisation breaches this code of practice. In 2012, 26% of complaints related to prejudice (no breakdown of these data are available).<sup>221</sup></p>

### 4.3. Mixed marriages

	<p>Mixed marriages is often used as an index for social distance and integration or, even, assimilation. Mixed (citizenship) marriages are defined as those where one of the spouses has foreign citizenship and the other has national citizenship (including registered partnerships, common-law marriages). Please indicate legal limitations, if any, for marriages between nationals and foreigners, e.g. for asylum seekers, third country nationals, etc. Do these</p>	<p>In Ireland, a non-EEA national who wishes to reside in the state on the basis of their marriage to an Irish national must make an application for permission to do so.<sup>222</sup> Regarding marriage between any non-EEA national and an Irish citizen, according to INIS, permission is granted ‘on the basis of genuine evidence of a valid and genuine marriage/civil partnership and of joint residence’. No rights of retention of residence apply in the future event of separation or divorce, and successful applicants do not have an automatic right to family reunification.<sup>223</sup> The right to remain in Ireland for spouses of Irish citizens is not automatically granted, but is determined by ministerial discretion. If an asylum seeker wishes to marry an Irish citizen, they withdraw from the asylum seeking process to seek leave to remain for this purpose instead. Leave to remain confers fewer rights. If a person seeking asylum has a</p>
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<sup>220</sup> Press Council of Ireland, Code of practice, available at <http://www.pressombudsman.ie/code-of-practice.150.html>.

<sup>221</sup> Press Council of Ireland, ‘Statistics’, available at <http://www.presscouncil.ie/statistics.294.html>.

<sup>222</sup> Irish Naturalisation and Immigration Service, ‘Spouse of an Irish national/civil partnership with an Irish national’, at <http://www.inis.gov.ie/en/INIS/Pages/WP07000024>

<sup>223</sup> Ibid.



	<p>limitations result in practical barriers?</p>	<p>deportation order, applications for permission to marry an Irish citizen will not be considered. They can however apply for revocation of the deportation order on the basis of marriage to an Irish national (pursuant to S.3.11 of the Immigration Act 2011).</p> <p>The decision to grant leave to remain to a non-EEA spouse of an Irish citizen is guided by the outcomes of a 2005 court case, in which the court held that the following 'are all matters of serious concern for the State:</p> <ul style="list-style-type: none"> <li>• a previous unsuccessful asylum application,</li> <li>• the evasion of deportation; and</li> <li>• the immediate commencement of moves to be readmitted to the State following marriage to an Irish national without subsequent cohabitation for an appreciable time.<sup>224,225</sup></li> </ul> <p>'Marriage of convenience tests' are to be not overly burdensome for couples in this situation. The courts have also recognised that 'no matter how well intentioned, An Garda Síochána are not empowered to prevent the solemnisation of a marriage on the grounds that they suspect – even with very good reason – that the marriage is one of convenience'.<sup>226</sup></p>
	<p>Are there any official or non-official data and information on mixed marriages (between nationals and people with another citizenship)? Please provide % proportions on the total number of marriages in a given period, as well as data – where available - about ages, country of origin/birth of migrant spouses.</p>	<p>There are no data in Ireland on mixed marriages (between nationals and people with another citizenship). However, analysis of Census 2011 data looked at household composition and showed an increase in the proportion of houses with a mixed-nationality composition since 2006.<sup>227</sup> (In this report, a 'mixed-nationality household' is defined as a household containing at least one Irish national and at least one non-Irish national.) Mixed-nationality households were found to be particularly common among certain groups:</p> <ul style="list-style-type: none"> <li>• Of the 8,359 private households that contained at least one Nigerian, 77% were categorised as mixed Irish–Nigerian households, with a child identified as the Irish person 'in a large number of cases';</li> <li>• Irish–US national households accounted for 72% of households with US nationals;</li> <li>• The lowest rates of mixed Irish nationality households were recorded for households containing Hungarian (20%) and Polish (21%) residents.<sup>228</sup></li> </ul>

<sup>224</sup> Cirpaci (née McCormack) v The Minister for Justice, Equality and Law Reform (see Annex 9)

<sup>225</sup> Immigrant Council of Ireland (2012) *Family reunification: A barrier or facilitator of integration? Ireland*, European Commission, available at [http://emn.ie/files/p\\_201302201204402013\\_FamilyReunification\\_Ireland\\_country\\_report.pdf](http://emn.ie/files/p_201302201204402013_FamilyReunification_Ireland_country_report.pdf)

<sup>226</sup> Ibid.

<sup>227</sup> CSO (2012) *Migration and diversity – Profile 6*, available at

<http://www.cso.ie/en/media/csoie/census/documents/census2011profile6/Profile.6.Migration.and.Diversity.entire.doc.pdf>

<sup>228</sup> Ibid.

## Annex 2: National and regional level action plans on integration

<i>National / regional level (specify region)</i>	<i>Year of the first edition and Year of latest update (e.g. First edition: 2004, Most recent update: 2011)</i>	<i>Responsible ministry – public authority – reference details (URL – links)</i>	<i>Target groups identify migrant and refugee groups as beneficiaries (e.g. on the basis of their residence status)</i>	<i>Main aims, actions and activities foreseen in the focus areas – link to fundamental rights [provide both key dimensions and specific actions and aims of the policy instruments in each focus area (use a different row for each focus area if needed)]</i>	<i>Targeting general population? Yes/No – explanatory comments where needed</i>	<i>Insert here definition of integration (in EN) if any. Alternative: Indicate the core aim/objective of the NAP related to social inclusion and/or integration of migrants</i>
National Plan Against Racism 2004–2008 (national)	2004 (not updated)	Department of Justice, Equality and Law Reform <a href="http://www.justice.ie/en/JELR/NPAREn.pdf/Files/NPAREn.pdf">http://www.justice.ie/en/JELR/NPAREn.pdf/Files/NPAREn.pdf</a>	All legally resident migrants; some targeting of migrant workers.	Five goals outlined: <ul style="list-style-type: none"> <li>• Protection: Effective protection and redress against racism.</li> <li>• Inclusion: Economic inclusion and equality of opportunity</li> <li>• Provision: Accommodating diversity in service provision.</li> <li>• Recognition: Recognition and awareness of diversity.</li> <li>• Participation: Full participation in Irish society.</li> </ul> The Plan lists detailed objectives within each goal.	Yes. (See 'recognition' goal)	None included.
Connecting Communities: The Cork City Integration Strategy	2008 (not updated)	Cork City Council <a href="http://www.corkcity.ie/publications/CCIS%20Midterm%20Review%202010.pdf">http://www.corkcity.ie/publications/CCIS%20Midterm%20Review%202010.pdf</a>	All legally resident migrants.	Five thematic areas identified: <ul style="list-style-type: none"> <li>• Protection against racism and the administration of justice</li> <li>• Economic inclusion and equality of opportunity</li> </ul>	Yes.	Reference is made to this definition from a 2006 report: 'the adjustments that result from interactions between immigrants and

2008–2011 (local)				<ul style="list-style-type: none"> <li>• Service provision – education, health, housing, childcare, social services</li> <li>• Recognition of diversity, participation in society and integration</li> <li>• Implementation and monitoring of the strategy.</li> </ul> <p>The Strategy lists detailed objectives within each thematic area.</p>		mainstream Irish society’.
Cork County Integration Network Strategic Plan 2011–2014 (local)	2011 (not updated)	Cork County Council <a href="http://www.integration.ie/website/omi/omiwebv6.nsf/page/AXBN-8VVM5N1718374-en/\$File/CCIN%20Strategic%20Plan%202011-14.pdf">http://www.integration.ie/website/omi/omiwebv6.nsf/page/AXBN-8VVM5N1718374-en/\$File/CCIN%20Strategic%20Plan%202011-14.pdf</a>	General.	<p>Four strategic aims presented, with range of actions proposed for each:</p> <ul style="list-style-type: none"> <li>• Build the organisational and membership capacity of the CCIN.</li> <li>• Provide a coherent and unified voice and ensure ethnic minority groups have meaningful participation in policy and service provision.</li> <li>• Act as information, communication and networking ‘hub’ for ethnic minorities in the County.</li> <li>• Promote integration and celebrate diversity.</li> </ul>	Yes (see last aim)	No.
An Inclusive County – South County Dublin Integration	2013	South Dublin County Council <a href="http://www.integration.ie/website/omi/omiwebv6.nsf/page/AXBN-9CCKMF1612610-en/\$File/An%20In">http://www.integration.ie/website/omi/omiwebv6.nsf/page/AXBN-9CCKMF1612610-en/\$File/An%20In</a>	General.	<p>A range of actions are set out under the following themes:</p> <ul style="list-style-type: none"> <li>• Active citizenship</li> <li>• Employment</li> <li>• Education and training</li> <li>• Attitudes to diversity and facilitating integration</li> </ul>	Yes (see theme on attitudes)	Yes: Integration is defined as “a dynamic, two-way process of mutual accommodation by migrants and by the societies that receive them” .

Strategy 2013–2017 (local)		<a href="#">clusive%20County%20-%20SDC%20Integration%20Strategy%202013-2017.pdf</a>		<ul style="list-style-type: none"> <li>• Social inclusion – housing, living environment and health</li> <li>• Social inclusion – discrimination</li> </ul>		
Towards Integration: A City Framework (local)	Undated (no update)	Dublin City Council <a href="http://www.dublin.ie/uploadedFiles/Culture/Towards%20Integration%20Final.pdf">http://www.dublin.ie/uploadedFiles/Culture/Towards%20Integration%20Final.pdf</a>	General.	<p>A wide range of actions are set out, under the following principles:</p> <ul style="list-style-type: none"> <li>• Promotes equality, by setting equal access, participation, outcome and condition objectives for all through actions that achieve redistribution, representation, recognition and respect;</li> <li>• Prevents racism, exclusion, restriction or preference;</li> <li>• Promotes interculturalism, interaction, understanding and integration;</li> <li>• Promotes and protects human rights and principles that are true for all peoples; and</li> <li>• Prevents poverty, that is, enables people to attain a standard of living (material, cultural and social) to participate equally in society.</li> </ul>	Yes (see principle on promoting interculturalism)	No.
The Future is Yours: Dun Laoghaire	2012	Dun Laoghaire-Rathdown County Council	General.	<p>A wide range of actions are set out, under the following themes:</p> <ul style="list-style-type: none"> <li>• Education</li> <li>• Employment and economic inclusion</li> </ul>	Yes, in relation to increasing interaction between	It refers to this definition: 'the ability to participate to the extent that a person needs and

Rathdown Integration Strategy and Action Plan 2012–2015 (local)		<a href="http://www.dlrco.co.ie/media/media,10865,en.pdf">http://www.dlrco.co.ie/media/media,10865,en.pdf</a>		<ul style="list-style-type: none"> <li>• Health</li> <li>• Civic and community participation</li> <li>• Information</li> <li>• Sports and leisure activities</li> <li>• Administration of justice</li> <li>• Other actions to promote integration</li> </ul>	minority and majority communities.	wishes in all of the major components of society, without having to relinquish his or her cultural identity’.
Galway County Integration and Diversity Strategy 2013–2017 (local)	2013	Galway County Council		(Not available online at time of writing)		
Towards a City of Equals: Galway City Anti-Racism Strategy 2005–2008 (local)	2005; updated to Phase 2 in 2009	Galway City Partnership (Phase 2: Galway City Development Board; <a href="http://cityofgalway.net/the-city/city-of-equals/">http://cityofgalway.net/the-city/city-of-equals/</a> )	General.	A wide range of actions are set out, under the following themes: <ul style="list-style-type: none"> <li>• Protection;</li> <li>• Inclusion;</li> <li>• Provision;</li> <li>• Recognition;</li> <li>• Participation.</li> </ul>	Yes, under theme of ‘recognition’.	No.
Kerry Integration Strategy 2010–2012 (local)	2010; extended in 2012 to cover 2013–2014	Kerry County Council <a href="http://www.kerrycoco.ie/en/allservices/communityenterprise/kerryintegration">http://www.kerrycoco.ie/en/allservices/communityenterprise/kerryintegration</a>	General.	A wide range of actions are set out, under the following ‘strategic impact areas’: <ul style="list-style-type: none"> <li>• Education and training</li> <li>• Information, awareness raising and networking</li> <li>• Employment</li> </ul>		

		<a href="#">tionstrategy2010-2012/</a>		<ul style="list-style-type: none"> <li>• Access to services.</li> </ul>		
Uniting the Diverse: Kilkenny Integration Strategy 2013–2017 (local)	2013	Kilkenny City and County Councils <a href="http://www.kilkennycoco.ie/eng/Services/Community_Culture/Community_Enterprise_New_s/Kilkenny_Integration_Strategy_Report_2013-2017.pdf">http://www.kilkennycoco.ie/eng/Services/Community_Culture/Community_Enterprise_New_s/Kilkenny_Integration_Strategy_Report_2013-2017.pdf</a>	General.	<p>A wide range of actions are set out, under the following themes:</p> <ul style="list-style-type: none"> <li>• Employment and economic activity;</li> <li>• Education and training;</li> <li>• Active civic and civil participation;</li> <li>• Social inclusion.</li> </ul>	Yes (actions to address discrimination under social inclusion theme)	No (though it does contain a brief overview of theoretical approaches to integration)
Integrating Limerick: Integration Plan 2010–2012 (local)	2010 (final progress report published in 2013)	Limerick <a href="http://dorasluiimni.org/wp-content/uploads/pdf/publications/integratinglimerick20102012.pdf">http://dorasluiimni.org/wp-content/uploads/pdf/publications/integratinglimerick20102012.pdf</a>	General.	<p>A wide range of actions are set out, under the following themes:</p> <ul style="list-style-type: none"> <li>• Language and education</li> <li>• Information and training</li> <li>• Supporting communities</li> <li>• Employment</li> <li>• Health and welfare</li> <li>• Non-discrimination and justice.</li> </ul>	Yes (e.g. actions to raise intercultural awareness in schools)	Yes: 'Integration is a long-term multidimensional and dynamic process starting from the moment of arrival in Limerick. It aims at ensuring respect for diversity and equal opportunities for the participation of all residents of Limerick irrespective of cultural or religious background, age, gender or nationality. Integration takes place through the interaction of people and implies mutual understanding as

						well as shared rights and responsibility’.
Living Together in Longford: Intercultural Strategic Plan 2008–2011 (local)	2008	Longford County Council <a href="http://www.longford.ie/uploadedFiles/longford/Community/Intercultural/Longford%20Report%20final%20low%20res.pdf">http://www.longford.ie/uploadedFiles/longford/Community/Intercultural/Longford%20Report%20final%20low%20res.pdf</a>	General.	A wide range of actions are set out, under the following themes: <ul style="list-style-type: none"> <li>• Justice and legal</li> <li>• Family, community and voluntary</li> <li>• Business and employment</li> <li>• Education and training</li> <li>• Health and welfare</li> <li>• Culture, leisure and recreation.</li> </ul>	Yes (e.g. under family: ‘Engage with young people to increase awareness of diversity, build tolerance & prevent racism’)	No.
Anti-Racism and Diversity Plan 2007–2010 (local)	2007	Louth County Council <a href="http://www.louthcco.ie/en/Services/Library/Library-Policies/Anti-Racism-and-Diversity-Plan-for-Louth-English-version.pdf">http://www.louthcco.ie/en/Services/Library/Library-Policies/Anti-Racism-and-Diversity-Plan-for-Louth-English-version.pdf</a>	General.	A wide range of actions are set out, under the following themes: <ul style="list-style-type: none"> <li>• Protection</li> <li>• Inclusion</li> <li>• Provision</li> <li>• Recognition</li> <li>• Participation.</li> </ul>		No.
Roscommon Intercultural Strategy 2007–2010 (local)	2007	Roscommon County Development Board		This strategy is no longer available online.		
Waterford City Integratio	2012	Waterford City Council	General.	A wide range of actions are set out, under the following themes: <ul style="list-style-type: none"> <li>• Protection</li> </ul>	Yes (see theme of	No (though it does contain a brief overview of

n Strategy 2012–2016 (local)				<ul style="list-style-type: none"> <li>• Economic inclusion</li> <li>• Diversity in service provision</li> <li>• Recognition</li> <li>• Participation.</li> </ul>	'recognition').	theoretical approaches to integration)
Westmeath Integration and Diversity Strategy 2013–2017 (local)	2013	Westmeath County Council <a href="http://www.westcd.ie/images/stories/16227-westmeath%20comm%20dev.pdf?badc50b30d27e5ff513014b15135e545=3969990e4deb3dfd5019733f430a2a0c">http://www.westcd.ie/images/stories/16227-westmeath%20comm%20dev.pdf?badc50b30d27e5ff513014b15135e545=3969990e4deb3dfd5019733f430a2a0c</a>	General.	A wide range of actions are set out, under the following themes: <ul style="list-style-type: none"> <li>• Access to jobs and business opportunities</li> <li>• Access and managing diversity in education and training</li> <li>• Active community participation</li> <li>• Access to public services: health, social welfare, housing</li> <li>• Racism and discrimination.</li> </ul>	Yes (see themes of access and managing diversity and racism and discrimination)	No (though it does contain a brief overview of theoretical approaches to integration)
Recipe for Harmony: An Anti-Racism and Diversity Strategy for Wicklow 2009–2011 (local)	2009	Wicklow Local Authorities	General. (One of their themes 'direct provision' targets asylum seekers)	A wide range of actions are set out, under the following themes: <ul style="list-style-type: none"> <li>• Education</li> <li>• Media</li> <li>• Information and awareness raising</li> <li>• Health</li> <li>• Employment</li> <li>• Policing</li> <li>• Direct provision</li> </ul>	Yes (see various actions under 'information and awareness raising')	No.

*Note:* In addition to the web-links provided above, the homepage of the websites of each of the above local authorities can be found here: <http://www.environ.ie/en/Links/LocalAuthorities/>



## Annex 4: Indicators monitoring migrant integration - social inclusion/cohesion

N.	Indicator	Definition	Legal frame / policy target	Data source	Periodicity	Reference / Comments
1	Employment	This is measured by: employment rate; unemployment rate; activity rate.	This indicator was used in the civil society reports <i>Annual monitoring report on integration 2010-2013</i> (no legal or policy basis).	<i>Annual monitoring report on integration 2013</i> , ESRI and The Integration Centre.	Annually between 2010 and 2013.	<a href="http://www.esri.ie/UserFiles/publications/BKMNEXT266.pdf">http://www.esri.ie/UserFiles/publications/BKMNEXT266.pdf</a>
2	Education	This is measured by: highest educational attainment; share of 25-34 year olds with tertiary educational attainment; share of early leavers from education and training; mean reading and mathematics scores for 15 year olds.	This indicator was used in the civil society reports <i>Annual monitoring report on integration 2010-2013</i> (no legal or policy basis).	<i>Annual monitoring report on integration 2013</i> , ESRI and The Integration Centre.	Annually between 2010 and 2013.	<a href="http://www.esri.ie/UserFiles/publications/BKMNEXT266.pdf">http://www.esri.ie/UserFiles/publications/BKMNEXT266.pdf</a>

3	Social inclusion	This is measured by: median net income (household income and equivalised income); at risk of poverty rate; share of population perceiving their health status as good or very good; share of property owners among immigrants and in the total population.	This indicator was used in the civil society reports <i>Annual monitoring report on integration 2010-2013</i> (no legal or policy basis).	<i>Annual monitoring report on integration 2013</i> , ESRI and The Integration Centre.	Annually between 2010 and 2013.	<a href="http://www.esri.ie/UserFiles/publications/BKMNEXT266.pdf">http://www.esri.ie/UserFiles/publications/BKMNEXT266.pdf</a>
4	Active citizenship	This is measured by: ratio of immigrants who have acquired citizenship to non-EEA (European Economic Area) immigrant population (best estimate); share of immigrants holding permanent or long-term residence permits (best estimate); share of immigrants among elected local representatives.	This indicator was used in the civil society reports <i>Annual monitoring report on integration 2010-2013</i> (no legal or policy basis).	<i>Annual monitoring report on integration 2013</i> , ESRI and The Integration Centre.	Annually between 2010 and 2013.	<a href="http://www.esri.ie/UserFiles/publications/BKMNEXT266.pdf">http://www.esri.ie/UserFiles/publications/BKMNEXT266.pdf</a>

## Annex 5: Use of funding instruments

Table 1 - European Integration Fund (EIF)

	European Integration Fund (EIF) - TOTAL	Own funds	Funds distribution / Thematic areas							
			Participation	Social Cohesion / social inclusion	Active citizenship	Welcoming society	Employment	Education	Healthcare	Other
<b>2010</b>	€1,016,477.84	€338,826.36								
<b>2011</b>	€648,958.60	€216,319.53								
<b>2012</b>	€42,309.21	€24,481.48								
<b>2013</b>	€0.00	€0.00								
<b>2014</b>	€700,000 (Estimate)	€70,000 (Estimate)								

\* Please indicate if Asylum, Migration and Integration Fund is used for 2014

\*\* Expenditure in 2013 was minimal as a new call for proposals took place and projects only commenced operations in December, 2013.

Table 2 - European Refugee Fund (ERF) aiming at integration of beneficiaries of international protection

	European Refugee Fund (ERF) - TOTAL	Own funds (national/regional)	Funds distribution / Thematic areas							
			Participation	Social Cohesion / social inclusion	Active citizenship	Welcoming society (host society targeted)	Employment	Education	Healthcare	Other
<b>2010</b>	€708,685.57	€396,644.33								
<b>2011</b>	€447,183.00	€258,979.34								
<b>2012</b>	€92,973.16	€47,587.97								
<b>2013**</b>	€0.00	€0.00								
<b>2014</b>	€500,000 (Estimate)	€70,000 (Estimate)								

\* Please indicate if Asylum, Migration and Integration Fund is used for 2014 – No AMIF expenditure was incurred in 2014.

\*\* Expenditure in 2013 was minimal as a new call for proposals took place and projects only commenced operations in December, 2013.

## Annex 7: Promising practices

<b>Thematic area</b>	
Title (original language)	The EPIC (Employment for People from Immigrant Communities) programme
Title (EN)	
Organisation (original language)	Business in the Community Ireland
Organisation (EN)	
Government / Civil society	National non-profit organisation
Funding body	Office for the Promotion of Migrant Integration (OPMI) and the European Social Fund
Reference (incl. url, where available)	Business in the Community Ireland, 'Employment for immigrants', available at <a href="http://www.bitc.ie/employment-programmes/employment-for-immigrants/">http://www.bitc.ie/employment-programmes/employment-for-immigrants/</a>
Indicate the start date of the promising practice and the finishing date if it has ceased to exist	Start date: 2006 as a pilot project (specific date unstated)
Type of initiative	Employment / training (It seeks to increase the job seeking skills of immigrants through a six week training module and one-to-one support with a training and employment officer.)
Main target group	Three application criteria apply: <ul style="list-style-type: none"> <li>• Participants must be adults from non-EU states with Stamp 4 or from EU states entitled to work in Ireland</li> <li>• As EPIC is based in Dublin, participants must be based in Dublin or the greater Dublin area</li> <li>• Participants must have intermediate to high level of both written and spoken English. (Participants have their English assessed prior to beginning the training.)</li> </ul>
Indicate level of implementation: Local/Regional/National	Local (Dublin only)
Brief description (max. 1000 chars)	The EPIC programme supports people with a migrant background in gaining financial independence and social integration through accessing employment or further education or training.
Highlight any element of the actions that is transferable (max. 500 chars)	Both key aspects of the project are transferable: the one-to-one mentoring support and the training module.
Give reasons why you consider the practice as sustainable (as opposed to 'one off activities')	It has been running successfully for nine years. Its practice is grounded in a pilot process. Its key business partners include some major companies based in Ireland.
Give reasons why you consider the practice as having concrete measurable impact	According to Business in the Community Ireland, out of 1,536 people from 99 nationalities who have availed of the programme so far, 69% have found jobs, entered training or are volunteering.
Give reasons why you consider the practice as transferrable to other settings and/or Member States?	Structured nature of training and mentoring supports (see description in referenced web-link above) means that it can be piloted and adapted to the job market/training requirements of other jurisdictions.

Explain, if applicable, how the practice involves beneficiaries and stakeholders in the design, planning, evaluation, review assessment and implementation of the practice.	Clients have been included in past evaluations (see below). A range of private companies play a key role in the project's implementation. For example the telecommunications company BT provide the IT skills training component.
Explain, if applicable, how the practice provides for review and assessment.	Business in the Community Ireland has published annual statistical data on the programme up to 2011 (see <a href="http://www.bitc.ie/employment-programmes/impacts/immigrants/">http://www.bitc.ie/employment-programmes/impacts/immigrants/</a> ). In 2007 and 2008, it published evaluation reports on the scheme. These include data from client evaluation reports.

<b>Thematic area</b>	<b>English language tuition</b>
Title (original language)	Fáilte Isteach
Title (EN)	Welcome In
Organisation (original language)	Third Age
Organisation (EN)	
Government / Civil society	Non-profit organisation (civil society)
Funding body	Office for the Promotion of Migrant Integration and the Iris O'Brien Foundation
Reference (incl. url, where available)	Third age, 'Fáilte Isteach', available at <a href="http://www.thirdageireland.ie/what-we-do/13/fcailte-isteach/">http://www.thirdageireland.ie/what-we-do/13/fcailte-isteach/</a>
Indicate the start date of the promising practice and the finishing date if it has ceased to exist	Start date: 2006 (specific date unknown)
Type of initiative	English-language tuition programme provided by volunteers
Main target group	New migrants who wish to improve their English language proficiency
Indicate level of implementation: Local/Regional/National	National
Brief description (max. 1000 chars)	Fáilte Isteach is an initiative whereby older volunteers welcome new migrants through conversational English classes. There are over 68 local projects operating

	throughout the country. It is one of many initiatives run by Third Age, a non-profit organisation that 'celebrates the third age in life when people may no longer be in paid employment, but can remain healthy, fulfilled and continue to contribute to society'. Through projects such as Fáilte Isteach, Third Age aims to demonstrate the valuable contribution older people can and do make to society.
Highlight any element of the actions that is transferable (max. 500 chars)	Involvement of older volunteers; local implementation via local voluntary organisations.
Give reasons why you consider the practice as sustainable (as opposed to 'one off activities')	It has been running successfully since 2006. The key role of volunteers in implementing the scheme makes it sustainable in the long-term.
Give reasons why you consider the practice as having concrete measurable impact	An evaluation of Fáilte Isteach was conducted in 2013 and found that 'the project generally works well and is well regarded by most of the participants in this study'.
Give reasons why you consider the practice as transferrable to other settings and/or Member States?	Ageing population; role of voluntary sector; flexible local implementation – see evaluation report. <sup>229</sup>
Explain, if applicable, how the practice involves beneficiaries and stakeholders in the design, planning, evaluation, review assessment and implementation of the practice.	The initiative evolved slowly, from one base in Third Age, to a total of 68 voluntary organisations throughout the country. Volunteers clearly play a key role in its implementation.
Explain, if applicable, how the practice provides for review and assessment.	An evaluation was conducted in 2013 (see above).

<b>Thematic area</b>	<b>Citizenship</b>
Title (original language)	Irish Citizen Application Support Service (CASS)
Title (EN)	
Organisation (original language)	New Communities Partnership
Organisation (EN)	
Government / Civil society	Non-profit organisation
Funding body	Office for the Promotion of Migrant Integration
Reference (incl. url, where available)	New Communities Partnership, 'Irish Citizen Application Support Service', available at <a href="http://newcommunities.ie/services2/cass/aims.html">http://newcommunities.ie/services2/cass/aims.html</a>
Indicate the start date of the promising practice and the	Ongoing (start date unknown)

<sup>229</sup> Loxley, A and Lyons, Z (2013) *Evaluation of Fáilte Isteach project*, Third Age and Trinity College Dublin, available at [http://www.thirdageireland.ie/upload/whatwedo/files/1422457752\\_Trinity\\_Evaluation\\_Third\\_Age\\_2013.pdf](http://www.thirdageireland.ie/upload/whatwedo/files/1422457752_Trinity_Evaluation_Third_Age_2013.pdf).

finishing date if it has ceased to exist	
Type of initiative	Information and support service for migrants wishing to apply for Irish citizenship.
Main target group	Migrants wishing to apply for Irish citizenship.
Indicate level of implementation: Local/Regional/National	National
Brief description (max. 1000 chars)	CASS ensures that all Irish citizenship applicants who avail of the service meet the legal requirements and fulfil the criteria for the basis of which they are applying to become an Irish Citizen, by providing support and guidance in completing the application process. For those who are unable to access the services of a solicitor for aspects of this application process, this support is also provided. The intended outcome is to reduce the Irish citizenship application processing time, by reducing the number of cases returned to applicants 'for further attention'. Services include a helpline and one-to-one advice service. Offices are Dublin-based but available to all applicants throughout the country and the helpline is national.
Highlight any element of the actions that is transferable (max. 500 chars)	The straightforward nature of this support scheme could make it transferable/adaptable to other jurisdictions where similar problems are faced by migrants in applying for citizenship. However, no evaluation has taken place of it (at time of writing, March 2015).
Give reasons why you consider the practice as sustainable (as opposed to 'one off activities')	This service is dependent on funding from the OPMI. Core government funding required in order for it to be sustained.
Give reasons why you consider the practice as having concrete measurable impact.	Recent years have seen substantial reductions in processing time for citizenship applications.
Give reasons why you consider the practice as transferrable to other settings and/or Member States?	The straightforward nature of this support scheme could make it transferable/adaptable to other jurisdictions where similar problems are faced by migrants in applying for citizenship. However, no evaluation has taken place of it (at time of writing, March 2015).
Explain, if applicable, how the practice involves beneficiaries and stakeholders in the design, planning, evaluation, review assessment and implementation of the practice.	There is no evidence of this being the case.
Explain, if applicable, how the practice provides for review and assessment.	There is no evidence of this being the case.

<b>Thematic area</b>	<b>Anti-racism</b>
Title (original language)	Show Racism the Red Card Creative Competition for Schools
Title (EN)	



Organisation (original language)	Show Racism the Red Card
Organisation (EN)	
Government / Civil society	Non-profit organisation
Funding body	Office for the Promotion of Migrant Integration
Reference (incl. url, where available)	Show Racism the Red Card, 'Creative competition 2015', available at <a href="http://www.theredcard.ie/competition.php">http://www.theredcard.ie/competition.php</a> .
Indicate the start date of the promising practice and the finishing date if it has ceased to exist	Spring 2010 (annual competition, ongoing)
Type of initiative	Anti-racism initiative targetting schools
Main target group	All school children in Ireland
Indicate level of implementation: Local/Regional/National	National
Brief description (max. 1000 chars)	This competition invites young people to provide a written, visual or audio-visual piece arising from themes in the Show Racism the Red Card DVD. All applicants must have watched this DVD prior to entering. The winner is announced at an annual launch event which is reported in the media. This initiative is also used as a way to increase awareness among teachers of Show the Red Card's education pack, which includes various downloadable classroom-based activities (see link above).
Highlight any element of the actions that is transferable (max. 500 chars)	The competition itself, an anti-racism DVD for school children, anti-racism education pack for teachers.
Give reasons why you consider the practice as sustainable (as opposed to 'one off activities')	Relatively low-cost; outcomes include wider awareness (and possibly use) of anti-racism classroom activities, as well as encouraging young people to engage with this issue; positive media coverage. The 2011 evaluation cited below stressed that the project requires ongoing financial support.
Give reasons why you consider the practice as having concrete measurable impact.	An evaluation of this competition, conducted in its second year of operation (2011) found it was effective in facilitating educators in promoting the anti-racism message and promoting a positive inclusive environment within education. Participating teachers and youth workers found the SRTRC resources interesting, useful and effective and saw it as a useful way of addressing a difficult issue. <sup>230</sup>
Give reasons why you consider the practice as transferrable to other settings and/or Member States?	Broad scope for creative entries; implementation via school system.
Explain, if applicable, how the practice involves beneficiaries and stakeholders in the design, planning, evaluation, review	Teachers and youth workers play key role in registering schools for participation and encouraging young people to take part.

<sup>230</sup> Bösze, K and Mullan, G (2011) *Show Racism the Red Card creative competition – Evaluation*, available at <http://theredcard.ie/news/wp-content/uploads/2011/05/Creative-Competition-Evaluation8.pdf>

assessment and implementation of the practice.	
Explain, if applicable, how the practice provides for review and assessment.	An evaluation was conducted in 2011 (see above).

## Annex 8: Discrimination complaints submitted to Equality Bodies

Note: The only data source on discrimination complaints is a searchable database on the Workplace Relations (state agency) website: [http://www.workplacerelations.ie/en/Decisions\\_Determinations/](http://www.workplacerelations.ie/en/Decisions_Determinations/). However, this does not facilitate a search by nationality and/or grounds of discrimination. A search for 2014 using the keywords resulted in a list of 75 cases, most of which were complaints on the grounds of race; however, in the many of these case summaries, the nationality of the complainant was not stated.

**Table 1 – Numbers of discrimination cases on any ground submitted by third country nationals (TCNs) in 2014\***

**Table 2 - Outcome of discrimination cases on grounds of ethnic origin submitted by third country nationals\***

**Note:** Please see note above regarding Table 1. The only information source on this is a searchable database of all discrimination-related complaints, but nationality of complainant is not always provided.

## Annex 9: Case law – max 5 leading cases

<b>Thematic area</b>	<b>ASYLUM AND BORDERS; MIGRATION AND INTEGRATION</b>
<b>Decision date</b>	14 November 2014
<b>Reference details</b>	High Court of Ireland  <i>C.A and T.A. (a minor) v Minister for Justice and Equality, Minister for Social Protection, the Attorney General and Ireland</i> (2013 No. 751 J.R)
<b>Key facts of the case</b>  (max. 500 chars)	C.A. a Ugandan national and mother of T.A (born Ireland Jan 2011). C.A. claimed refugee status in April 2010. This was rejected. In December 2011 she made a claim for subsidiary protection. Since June 2010 C.A. has resided in a direct provision centre with T.A. since his birth. Direct provision (DP) meets the basic needs of food and shelter for those seeking international protection directly rather than through the social welfare system. DP began in April 2000, from then asylum seekers receive full board accommodation and a payment of €19.10 per adult and €9.60 per child per week. Both challenged the direct provision system.
<b>Main reasoning/argumentation</b>  (max. 500 chars)	The applicants challenged the DP system on the following grounds:  1. No statutory basis for DP and the nature of DP allowance: the Executive had no power to introduce DP on an administrative basis due to the Social Welfare (Consolidation) Act 2005 (SWA 2005) prohibiting asylum seekers from receiving most payments under Irish social welfare law.  2. DP is in violation of the Irish Constitution, the ECHR and the ECFR: the DP allowance payment was unlawful as no statutory basis and is a “manipulation” of the supplementary welfare allowance system.  3. No consideration of the applicant’s right to work.  4. Exclusion of those seeking international protection from accessing social welfare.  5. Power of the Executive to introduce an administrative DP scheme.  6. DP allowance was in reality a supplementary welfare allowance payment, and it was outside the powers of the Department of Social Protection to provide this.

	7. Argued Reception and Integration Agency's (RIA) House Rules in DP violate Article 8 ECHR.
<b>Key issues (concepts, interpretations) clarified by the case</b> (max. 500 chars)	The Court found: the Executive are entitled to create this scheme on an extra legislative basis; no breach of Articles 3, 5 and 8 of the ECHR in the conditions of living in DP; payment and the operation of DP were not unlawful; DP payment was not a social welfare payment. However the Court held that under Art 8 the House Rules were unlawful in relation to: unannounced room inspections; monitoring of presence & requirement to notify intended absences and rules against having guests in bedrooms. The Court found the applicants are entitled to have an independent complaints handling procedure. The Court stated that the RIA could not be the final arbitrator in disputes between the DP residents and the accommodation provider.
<b>Results (sanctions) and key consequences or implications of the case</b> (max. 500 chars)	The Court made no decision on arguments based on the UN Convention on the Rights of the Child (CRC) as on 19 November 2014 the High Court decided in a separate case, <i>Dos Santos &amp; ors -v- Minister for Justice &amp; Equality &amp; ors.</i> (2012 No. 343 JR) that Art. 3(1) of the CRC does not confer any enforceable rights on non-national children, and S.3(6)(a) of the Immigration Act, 1999 must not be interpreted in light of Art. 3(1.).)The Court adjourned the arguments on the challenge to the employment prohibition as there is another High Court challenge pending on this issue.
<b>Key quotation in original language and translated into English with reference details</b> (max. 500 chars)	At page 106 paragraph 12.6 of the decision, the court stated  " <i>...[W]here an applicant claims that 'direct provision' is having such adverse affects on her life as to cause serious harm and where such circumstances are backed up by appropriate medical and other independent evidence, a Court would be entitled to grant appropriate relief, even if the only remedy for the wrong involved the expenditure of additional resources by the State.</i> "

<b>Thematic area</b>	<b>DEPORTATION</b>
<b>Decision date</b>	23 March 2011
<b>Reference details</b>	S. & Anor v MJELR
<b>Key facts of the case</b> (max. 500 chars)	This case concerned a middle-aged Irish citizen and his Nigerian wife whom he met and married in Ireland after her applications for international protection had been refused. This outcome was being appealed.
<b>Main reasoning/argumentation</b>	The Court recognised that Mr S. suffered from an intellectual disability, a bi-polar disorder and various physical health problems which all required ongoing medical supervision, and dismissed the Minister's assessment that '[I]f Mr S wished to

(max. 500 chars)	visit Ms E in Nigeria, the option would be open to him to apply for a visa to visit Nigeria in order to see Ms E. He concluded the Minister's position was 'entirely unrealistic and wholly unbalanced', failing to take into account Mr S's limited means and other practical difficulties. The deportation order was quashed.
<b>Key issues (concepts, interpretations) clarified by the case</b> (max. 500 chars)	The State's obligations regarding the protection of family life of non-EEA citizens and their spouses was further clarified.
<b>Results (sanctions) and key consequences or implications of the case</b> (max. 500 chars)	The deportation order was quashed.
<b>Key quotation in original language and translated into English with reference details</b> (max. 500 chars)	At paragraph 31 of the decision, the court stated: <i>The Minister's decision was both disproportionate and unreasonable in law. Having regard to the special facts of this case, the decision condemned this couple to the effective limbo of permanent separation. The decision accordingly struck at the essence and substance of the applicants' family rights under Article 41 of the Constitution.</i>

Sources: Immigrant Council of Ireland (2012) *Family reunification – a barrier or facilitator of integration? Ireland Country Report*, European Commission; British and Irish Legal Information Institute.

**Note: No further case law examples were identified between 2010 and 2014. The following cases date from 2003 and 2005 respectively.**

<b>Thematic area</b>	Citizenship; deportation
<b>Decision date</b>	23 January 2003
<b>Reference details</b>	Lobe & Ors v. Minister for Justice, Equality & Law Reform, Osayande & Anor v. Minister for Justice, Equality & Law Reform and ors, [2003].
<b>Key facts of the case</b> (max. 500 chars)	The Refugee Applications Commissioner and the Refugee Appeals Tribunal determined that both sets of applicants' asylum claims should be processed in other Member States pursuant to the Dublin Convention and that the applicants should be removed to those countries. The applicants challenged these decisions by way of judicial review.
<b>Main reasoning/argumentation</b> (max. 500 chars)	Both couples had an Irish child and they argued that, pursuant to Article 2 and Article 40.3.1 of the Constitution, the Irish children had a right to reside in Ireland with their parents and that the families had rights under Article 41.1.1, Article 41.2 and Article 42 of the Constitution.
<b>Key issues (concepts, interpretations) clarified by the case</b> (max. 500 chars)	The Court refused judicial review and held that there were grave and substantial reasons associated with the common good that required that the residence of the parents within the State should be terminated, even though, in order to remain a family unit, their children would also have to leave the State. The Court stated that in determining individual cases, the

	Minister should take account of factors such as the length of time the family had residence in the State, the effectiveness of the immigration laws of the State and the provisions of the Dublin Convention.
<b>Results (sanctions) and key consequences or implications of the case</b> (max. 500 chars)	The Minister for Justice, Equality and Law Reform has a power to deport non-Irish parents of Irish children where there are grave and substantial reasons associated with the common good to do so, even if Irish children are removed from the State as a consequence. In dealing with such cases, the Minister should take into account factors such as the length of time the family had residence in the State, the effectiveness of the immigration laws of the State and the provisions of the Dublin Convention.
<b>Key quotation in original language and translated into English with reference details</b> (max. 500 chars)	

Sources: EMN Ireland and British and Irish Legal Information Institute

<b>Thematic area</b>	<b>CITIZENSHIP, LEAVE TO REMAIN, NON-EEA SPOUSE</b>
<b>Decision date</b>	20 June 2005
<b>Reference details</b>	Cirpaci (née McCormack) v The Minister for Justice, Equality and Law Reform
<b>Key facts of the case</b> (max. 500 chars)	The case concerns a Romanian citizen who is married to an Irish citizen. The couple married in Romania, three months after he was deported from Ireland. The applicant had previously applied for asylum in Ireland and was refused.
<b>Main reasoning/argumentation</b> (max. 500 chars)	
<b>Key issues (concepts, interpretations) clarified by the case</b> (max. 500 chars)	The court held that the following 'are all matters of serious concern for the State' in granting leave to remain to a non-EEA spouse of an Irish citizen: <ul style="list-style-type: none"> <li>• a previous unsuccessful asylum application,</li> <li>• the evasion of deportation; and</li> <li>• the immediate commencement of moves to be readmitted to the State following marriage to an Irish national without subsequent cohabitation for an appreciable time.</li> </ul>
<b>Results (sanctions) and key consequences or implications of the case</b> (max. 500 chars)	The Court held that a state is not bound to accept the choice of residence made by married couples. However there is an obligation on the Minister for Justice to respect the principle of proportionality. Duration of co-habitation is a legitimate consideration to be taken into account by the Minister for Justice. The Court referred to European Court of Human Rights Jurisprudence.
<b>Key quotation in original language and translated</b>	

<b>into English with reference details</b> (max. 500 chars)	
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*Sources:* Immigrant Council of Ireland (2012) *Family reunification – a barrier or facilitator of integration? Ireland Country Report*, European Commission; British and Irish Legal Information Institute.