

Monitoring Integration in Dublin City: Challenges and Responses Full report March 2012

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Introduction

Dublin City has witnessed considerable social and economic change in the last 20 years. Diversity is evident through the presence of multinational companies and ethnic businesses but the more profound change perhaps has been the large-scale immigration to Dublin City during this period. Dublin City Council recognised the importance of a strategic approach in facilitating integration in light of the fact that diversity had become a permanent feature of the local society. Following a detailed consultation process the City adopted its integration strategy entitled: Towards Integration – A City Framework in 2008. A group of key stakeholders signed the Declaration of Intent on Integration, signifying their commitment to incorporate integration of minority ethnic groups into their objectives. The following principles were agreed:

- (i) Promotes Equality, by setting equal access, participation, outcome and condition objectives for all through actions that achieve redistribution, representation, recognition and respect;
- (ii) Prevents Racism, exclusion, restriction or preference;
- (iii) Promotes Interculturalism, interaction, understanding and integration;
- (iv) Promotes and protects Human Rights and principles that are true for all peoples; and
- (v) Prevents Poverty, that is, enables people to attain a standard of living (material, cultural and social) to participate equally in society.

In 2010 Dublin City Council commissioned The Integration Centre (TIC) to develop the first city level framework for monitoring integration. This is particularly important in the context of a whole city approach to integration led by a City Council as local government has limited influence over many of the factors impacting on integration as they are the remit of other state agencies. The commitment to monitoring integration is outlined in the City Framework, 'Towards Integration', which set out the need for 'benchmarking progress through targets and timescales and the development of statistical strategies to provide the necessary data to measure such progresses'.

The EU level framework (Stockholm/Zaragoza agreement) on integration aimed at monitoring the integration of immigrants among Member States across a range of key indicators from employment rates to educational performance was utilised.¹ The key areas of integration to be examined therefore largely correspond to ones agreed at EU level in Zaragoza. Those categories are also used in the Annual Monitoring Report on Integration, an analysis of nationwide surveys, produced by TIC.

This is the first Dublin City report based on the draft framework as agreed. It was developed to inform political leaders, policy-makers, practitioners and the general public.

¹ EU leaders proposed a number of key indicators to monitor outcome of integration policies. Those indicators were adopted in Zaragoza, Spain in 2010. It was agreed that Member States would collect data on those indicators at national level with a view to making them comparable across the EU. See Zaragoza Conclusion, 2010.

The exercise is intended to draw together current, relevant information on the profile and needs of the immigrant population combined with an overview of services offered to them with a view to monitoring the integration progress of immigrants in Dublin. It is important to clarify that this report primarily looks at structural integration – that is to say, immigrants’ access to employment, education, housing and political & civic life as well as citizenship and residency. While social integration is touched upon, it is not the objective of this report to produce a detailed analysis of social integration of immigrants in Dublin nor is mapping attitudes and opinions. As the title suggests, the current review analyses service providers’ experience – both statutory and non-statutory organisations, including immigrant organisations – and draws heavily on numeric data collected from annual reports, some academic pieces and information gathered from interviews. Results from national surveys and research reports are also presented for the purpose of setting out the context or to complement existing data. These are particularly useful where local data is non-existent. It is acknowledged that the report has an inherent bias for the reason that it uses a lot of data collected by support services and thus immigrant groups with needs for support (ranging from third level fees and immigration matters to insecure accommodation) are over-represented. The reason for this is the absence of a Dublin-wide survey representative of the population. The online Your Dublin, Your Voice survey initiated by Dublin City Council can be described as a positive step in this regard but it offers limited data and is not fully representative of the local immigrant population. Some data from Census 2006 is presented to address this problem but it is important to note that this dataset is old and does not cover all areas of integration. Accessing the detailed results of Census 2011 and possibly carrying out survey(s) based on collaboration among stakeholders can go a long way to gaining up-to-date and representative data related to the integration experience of the immigrant population in Dublin. Nevertheless the current review is intended to be comprehensive enough to set out the main challenges and opportunities for migrant integration in the City of Dublin.

The following organisations (projects) were consulted for this report:

The Adult Refugee Programme managed by County Dublin VEC; Ballsbridge College of Further Education; Cairde; Central Library (ILAC Centre); Crosscare, Migrant Project and Housing and Welfare; Dublin Employment Pact; Dublin Chamber of Commerce; Dublin City Enterprise Board; Dublin City North Volunteer Centre; Employment Programme for Immigrant Communities (EPIC) managed by Business in Communities; FÁS, EURES, International Employment Services; Griffith Barrack Multi-denominational (Primary) School, Dublin 8; Higher Education Access Route (HEAR) programme, Dublin Institute of Technology; Homeless Agency, Dublin; HSE, Social Inclusion Unit; Immigrant Council of Ireland, Pathway to Parental Leadership Project; Institute for Minority Entrepreneurs, Dublin Institute of Technology (IME); Local Employment Service (LES), Manor street; Mount Carmel Secondary School, Dublin 1; Mountjoy Family Practice (GP); O’Connell Secondary School, Dublin 1; Rotunda Maternity Hospital; Threshold, National Housing Advice Organisation.

The report also benefited from the assistance of the Steering Group:

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General context

Introduction

This first short chapter includes descriptions of migration trends, a profile of immigrants in Dublin City and family types characterising the newcomer population.

General context: migration trends and profile of migrants

Dublin City has witnessed considerable social and economic change during the past 20 years. Diversity is conspicuous through the presence of multinational companies and ethnic restaurants, but the most profound change has been the large-scale immigration into Dublin City. Dublin City received immigrants prior to that period: Chinese, Italian, and Jewish's communities have been living in Ireland for a long time; however, during the past 20 years immigration has accelerated due to economic success and a conscious attempt by the City (and Ireland) to attract people.

Migrant workers have occupied essential positions at both ends of Dublin's labour market by filling low-skilled and highly skilled positions. Apart from returning Irish immigrants, EU nationals dominate migration in-flows, following the European Union accession of 10 new countries in 2004 people from Central and East Europe began arriving in large numbers. However, non-EU nationals are highly concentrated in the Greater Dublin area, and surrounding counties, and therefore New Accession State Nationals account for a smaller (but of course, very significant) share of the immigrant population than elsewhere on the island. In parallel with this an increasing number of students have migrated to Dublin in order to study at third-level institutions and English language schools, while the overall number of foreign students has rose significantly in Ireland. A third mixed group includes parents of Irish-born citizens, who received residency based on their parentage to their Irish Citizen Child, refugees, and asylum seekers. Considerable media attention was afforded to this group in the first half decade of this century despite its smaller size relative to other groups of immigrants. Research suggests that this group can suffer from social and labour market exclusion.

It is always difficult to pinpoint where temporary migration ends and permanent migration begins. There is widespread recognition (despite regrettable instances of racism) that diversity has a positive impact on Dublin, and that migrant communities enrich the life of Dublin City. It is debatable whether the newcomer population enjoys full involvement in the economic, social, and political life of Dublin City. In addition, where involvement is limited, it is difficult to determine how much of that can be linked to existing barriers or a conscious decision on behalf of migrants based on their temporary objectives.

Permanency in a legal sense also has important implications: for instance, only Irish and UK nationals may vote in national elections, and non-EU nationals on renewable residency permissions (Stamps) are less likely to buy a house or run for election. Further complicating the situation is the mobility of EU workers who hold almost identical entitlements to Irish nationals, are less confined in their ability to

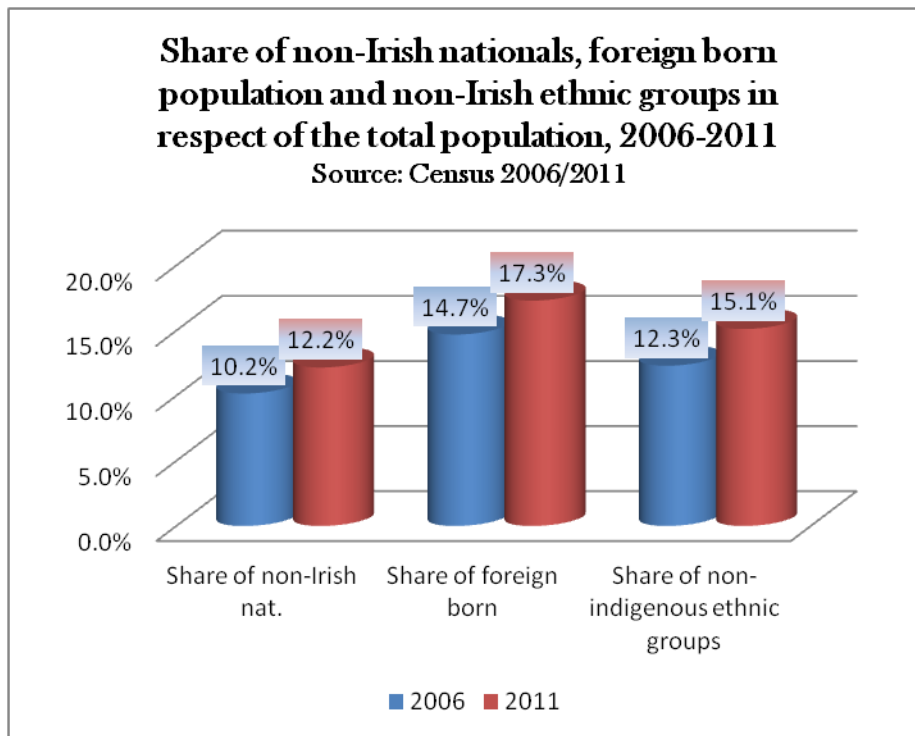
reside in Ireland and move back to their countries of origin without risking their ability to return to Ireland. In Dublin, much of the foreign student population can be defined as short-term migrants both by their own choice, and due to the difficulty of changing their status to that of workers.

Migration trends - Ireland

Year	Population	Pop. Growth	Average annual percentage change since previous Census
2002	3,917,203	291,116	1.3%
2006	4,239,848	322,645	2.0%
2011	4,581,269	341,421	1.6%

Source: Census, 2011, Preliminary results

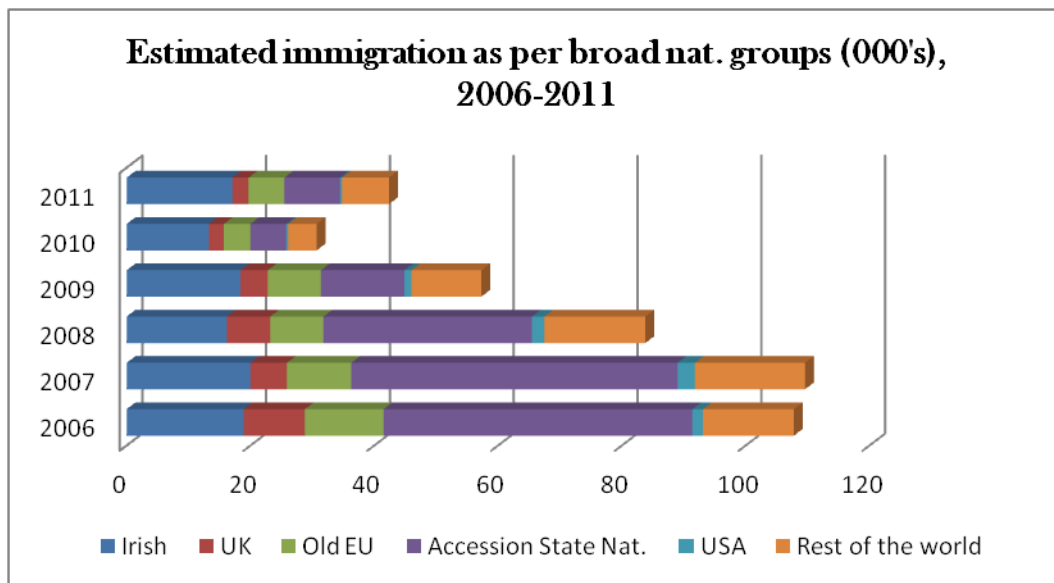
The population has grown significantly since 2006, reaching 4.6 million in April 2011. The majority of population growth stems from natural increase; that is to say the number of births was much greater than the number of deaths recorded. In addition, immigration has continued during that period, contributing thus to the population increase.



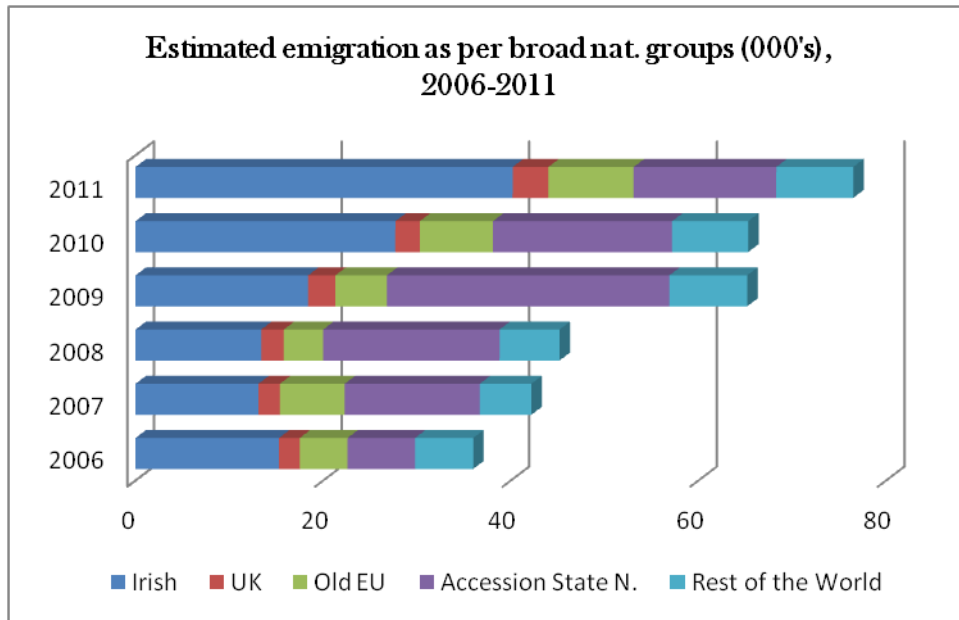
All things considered, it is accepted that the migrant population has become a permanent feature of Irish society. This is confirmed by the most recent results of Census 2011. 12% of the population were classified as non-Irish nationals and 17% of them reported a birthplace outside Ireland: both of which

represent an increase on previous figures. Within non-Irish nationals, the share of EU nationals has increased with the number of Polish and Romanian nationals being doubled (Romania became part of the EU in 2007). The difference between birthplace and nationality can be explained by the relatively large number of Irish nationals being born outside Ireland and to some extent with a growing number of immigrants acquiring citizenship. In addition, it was found that the share of people reporting ethnicity other than White Irish or Traveller has also increased to 15.1%. Accordingly, it can be concluded that there are Irish nationals who belong to non-indigenous ethnic groups, which is why this figure is higher than the one of non-Irish nationals.

The 2006-2011 period was in fact characterised by two opposite phases: strong inward migration from 2006 to mid 2008 which was followed by a strong outward migration from mid 2008 to the 2011. The latest migration estimates can be seen below (this will be adjusted later in 2012 in light of Census 2011).



Figures show that inflow from Accession State countries has decreased most markedly since 2006. As for emigration, while Accession State Nationals constituted the largest group of emigrants between 2006 and 2009, during the last two years the number of Irish nationals leaving Ireland exceeded the number of emigrating Accession State nationals.



Migration trends in Dublin City

Migration trends are likely to be similar in Dublin City. Krings points out that in accordance with historical experience, "(...) migrant inflows appear to be more sensitive to economic downturn than migrant outflows. Whereas inflows have sharply declined, those already in the country have not left the state to the same extent." (Krings, 2010) The Trinity College Dublin longitudinal panel study of Polish workers cited a number of key reasons. First, decisions are not arrived at by economic consideration alone; many immigrants have built social networks in Ireland which have become important during their extended time spent in Ireland. They also felt that Ireland offers a better quality of life including higher living standards, better life style and urban environment the latter fact probably indicates that those interviewees arrived from smaller towns or rural areas (Ibid.). The Your Dublin, Your Voice study also demonstrated that many respondents including non-Irish nationals held a positive view of Dublin City, the majority of them (86%) did not plan to move in the medium to long term despite the economic downturn (Your Dublin, Your Voice, 2011).²

Dublin City recorded 19,172 more individuals in 2011 than in 2006 but this was primarily the result of natural increase (i.e. births minus deaths). Accordingly, it was estimated that 2,292 more migrants arrived than left during the period 2006-2011. Dun Laoghaire-Rathdown, and particularly Fingal, received a large number of immigrants (including both Irish and non-Irish nationals). Taken all together, there were 83,427 more people in the four local authority areas of Dublin in 2011 than 2006, with the estimated net migration being 18,528 people during this period. Net migration is calculated by deducting the number of emigration movements (outward migration) from the number of immigration movements (inward migration). Preliminary migration figures suggest that the population composition

² Respondents living in Dublin City were the least likely to plan to leave Ireland among the 4 local authority areas of Dublin surveyed.

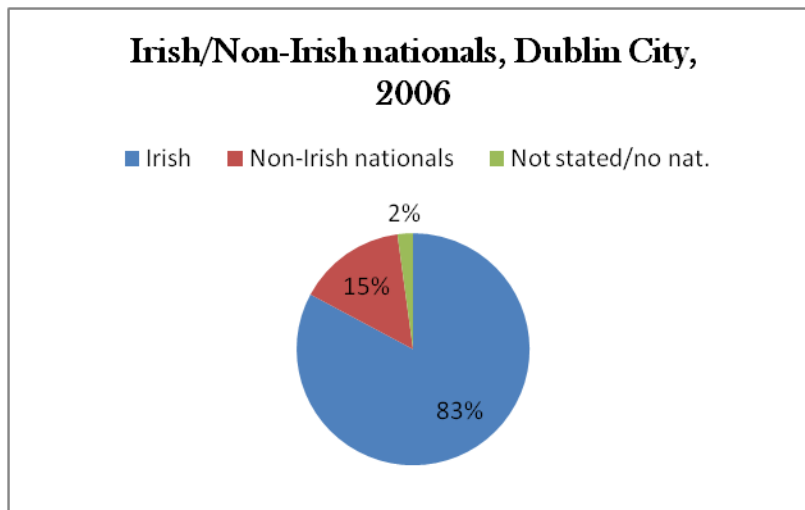
in Dublin City is similar to that of 2006 - unless birth and death rates are significantly different for the Irish and non-Irish population. Unfortunately, there is no detailed data on nationality composition yet. Data collected by Rotunda maternity hospital, as part of the ethnic identifier initiative, suggests that in the Inner City migrants had a higher birth rate per person compared with the general population: almost every second mother belonged to a broad ethnic group associated with the immigrant population in 2010. (HSE, 2010) However this is unlikely to be the case in other Dublin City hospitals.

Population change, 2006-2011, Dublin

Years	2006	2011	Pop. Growth	Percent. Growth	Nat.increase	Net migration
Dublin	1,187,176	1,270,603	83,427	7.0%	64,899	18,528
Dublin City	506,211	525,383	19,172	3.8%	16,880	2,292
DLR-Rathdown	194,038	206,995	12,957	6.7%	7,055	5,902
Fingal	239,992	273,051	33,059	13.8%	22,315	10,744
South Dublin	246,935	265,174	18,239	7.4%	18,649	-410

Source: Census 2011, Preliminary results

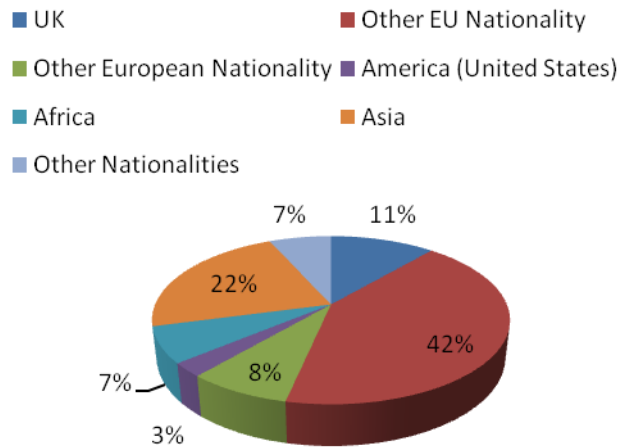
The latest data on nationality composition was compiled in 2006. It shows that 15% of Dublin City population reported a nationality other than Irish. Considering that at national level the share of non-Irish nationals did not decrease between 2006 and 2011, in fact it went up from 10% to 12%, it can be suggested that their share within Dublin City at least remained similar. Furthermore, in 2011 **11% of students** in secondary and further education institutions of Dublin City were non-Irish national representing an increase of 2% from 2010.



Further breakdown reveals that non-EU nationality groups account for a higher share of immigrant groups in Dublin than the national level (40% in Dublin City). Census 2006 demonstrated that non-EU nationals tend to be concentrated in the Greater Dublin area and the surrounding counties. Since many non-EU nationals are students and workers in the Health and Catering sectors, this may be a reflection of increased employment and educational opportunities in Leinster.

Broad nat. groups, Dublin City

Source: Census 2006



Aforementioned data from secondary schools also indicate that EU and non-EU nationals are equally represented in the student population (Department of Education, 2011). Many clients of Dublin-based NGOs arrived from non-EU countries. Census 2011 figures at national level indicate that there might be an increase in the share of the EU population in Dublin. The release of the Migration and Diversity Volume of Census 2011 in October 2012 will provide up-to-date information on this.

Clients of selected NGOs as per top nationality groups, 2010

Immigrant Council	The Integration Centre	MRCI	VRC
Nigerian	Nigerian	Filipino	Nigerian
Irish	DR Congo	Chinese	Somali
Chinese	Somali	Ukrainian	Polish
Pakistani	Iraqi	Pakistani	Congolese
Indian	Pakistani	Romanian	Sudanese
CIC, Dublin City Centre	Volunteer Centres	Threshold	Crosscare
Polish	English	Polish	Polish
Lithuanian	Nigerian	UK	Slovakian
Chinese	Polish	Nigerian	Romanian
Latvian	American	Lithuanian	Chinese
Romanian	Spanish	Italian	

Most non-Irish nationals living in Dublin City were born outside Ireland, with only 4% of those, that is to say, 3,215 persons, having been born in Ireland. The group who reported ethnicity other than White Irish or Traveller is bigger than that of non-Irish nationals. These include the following large ethnic groups: Other White, African or other Black, Chinese, Other Asian, and mixed background. These groups

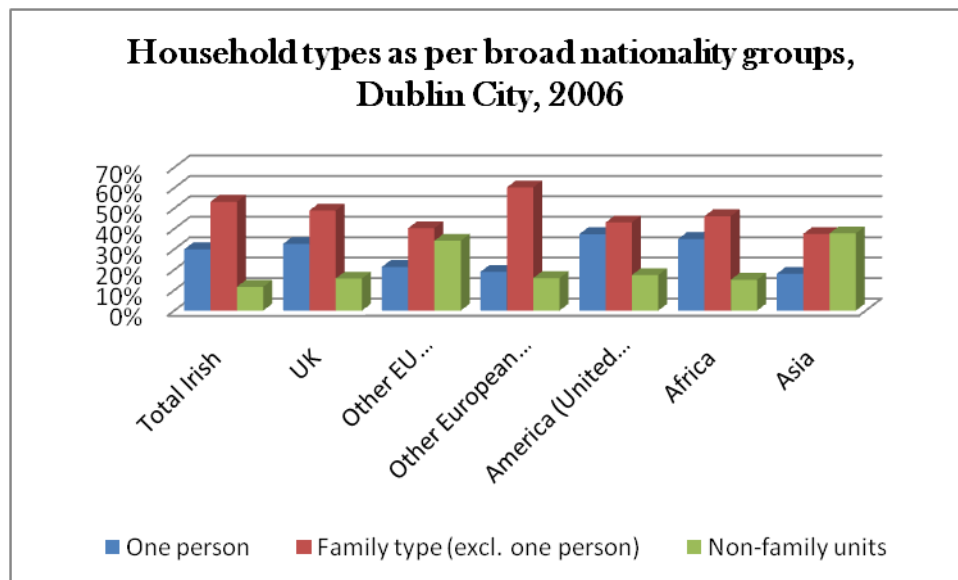
include people who gained citizenship and subsequently became Irish but ethnically are different (e.g. Asians or Black). 7,363 people (10%) of non-Irish ethnic minorities living in Dublin in 2006 were born in Ireland. To conclude, the 7,363 Irish-born migrants in Dublin City classified as non-indigenous ethnic minority were made up of 3,215 *non-Irish nationals* and a further 4,148 *Irish nationals* in 2006. The most likely explanation as to why Irish nationals, born in Ireland, chose to belong to a non-Irish ethnic group (e.g. Asians) is that they were born to non-Irish parents.

Share of Irish born among non-Irish nationals and non-Irish ethnic groups		
Groups	Non-Irish nat.	Non-Irish ethnic groups.
Total	73989	76339
Foreign born	70774	68976
Irish born	3215	7363
Share of Irish born	4%	10%

Source: Census, 2006

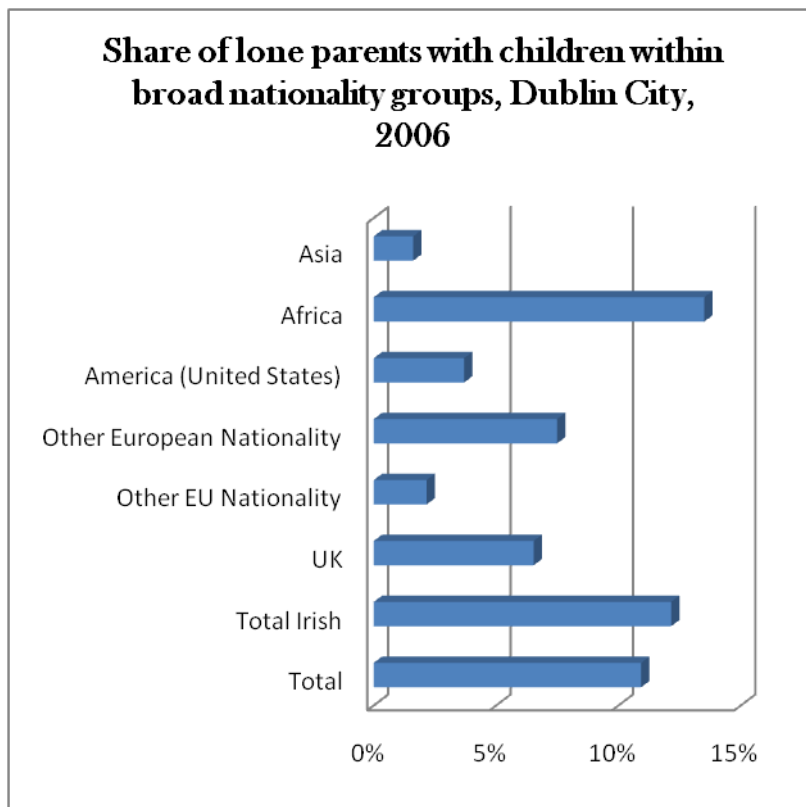
Family types

Census 2006 suggests that in Dublin City there appeared to be no considerable difference between nationality groups as to whether they live with at least one family member or not. However closer examination reveals an important distinction: in general non-Irish couples were more likely to live with relatives *in non-family units* where other people lived with the family members (Census, 2006). This can be seen in the chart below.



Source: Census, 2006

Further analysis shows that the group of EU nationals had the highest tendency to live in non-family units (with and without relatives). According to these figures every fourth EU national lived with other people who they are not related to. Only Asians have a similar experience. However, UK nationals, US citizens and Africans were more likely to live alone than EU nationals. Another observation is that both Irish and African single parents with children accounted for a substantial number of people within their group. To be precise, African parents were more likely to bring up their child alone than even Irish parents. Added together, a significant number of Africans live or parent alone. (There is no gender breakdown for the data). A suggestion can be made that problem around family reunification may be a strong contributory factor to the large number of African single parents. Among those there are likely to be many parents of Irish citizens (IBC scheme) and refugees who are particularly affected by unfavourable family reunification policies or the slow process. Childcare has been identified by earlier research as a barrier to labour market for African women (AkiDwa, 2007).



Active citizenship

Introduction

This chapter is diverse in its content. It begins with descriptions of migration trends, a profile of immigrants in Dublin City and family types characterising the newcomer population. Then it goes on to introduce some of the major issues relating to residency and citizenship based on the experience of Dublin-based advocacy organisations. The next two sections look at two major aspects of what is termed as 'active citizenship': political participation and volunteering activity among the immigrant population. Lastly, some observations are offered with regard to the social integration of immigrants in Dublin City. Throughout the whole document, priority is given to local data, but national data is also included when appropriate. In addition, Crosscare Migrant Project and North City Volunteer Centre were interviewed for this chapter.

Access to Legal Citizenship and Residency

Citizenship

If a person wishes to become an Irish citizen through naturalisation, they must:

- *Be 18 years or older (or married if under the age of 18) or*
- *Be a minor born in the State (from 1 January 2005) and*
- *Be of good character - the Garda Síochána (Ireland's national police) will be asked to provide a report about their background. Any criminal record or ongoing proceedings will be taken into consideration by the Minister for Justice and Law Reform in deciding whether or not to grant naturalisation.*
- *Have had a period of 1 year's continuous reckonable residence in the State immediately before the date of your application for naturalisation and, during the 8 years preceding that have had a total reckonable residence in the State amounting to 4 years. (Altogether the person must have 5 years' reckonable residence out of the last 9 years - see section below on calculating reckonable residence.)*
- *Intend in good faith to continue to reside in the State after naturalisation*
- *Make a declaration of fidelity to the nation and loyalty to the State (see below for the point in the process at which this is required).*

Normally, the applicant is expected to support himself or herself and their dependants while living in Ireland. However, this is not explicitly mentioned and the precise meaning of that implied condition seems to be rather unclear.³

³ For more detailed information, see www.inis.gov.ie

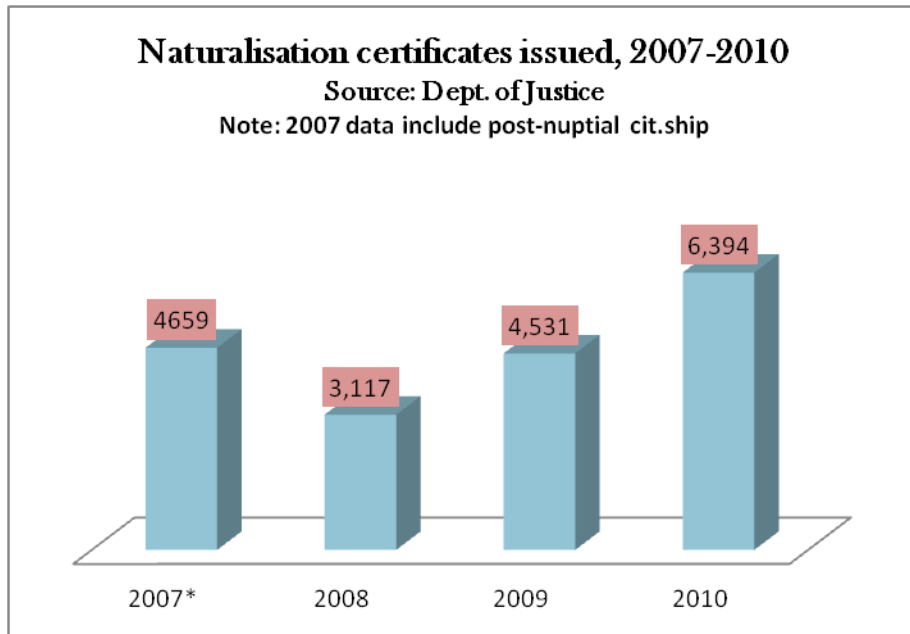
Services

A number of non-profit organisations provide information and advice on the citizenship application process. In Dublin the most significant organisations are the Immigrant Council of Ireland, The Integration Centre, Migrants Rights Centre of Ireland, Crosscare and the Vincentian Refugee Centre.

National data on citizenship



A steady increase in the number of applications between 2007 and 2008 was followed by a dramatic rise in 2009. In 2000 there were only 1000 applications received while in 2009 almost 28,000 applications were lodged (Department of Justice, 2009 & 2012). It is probable that a marked number of those applications in 2009 and 2010 were submitted by parents of Irish citizens. There have been a considerable number of naturalisation certificates issued since 2007. The increase in the number of people acquiring citizenship in 2010 is likely to continue in 2011.



The table below shows the top nationality groups receiving citizenship between 2007 and 2010.

Granting of citizenship, 2007-2010

2007*	Pakistani	Nigerian	Indian	Russian	Congolese
2008	Nigerian	Russian	Indian	Phillipine	Pakistani
2009	Nigerian	Congolese	Pakistani	Romanian	Angolan
2010	Nigerian	Phillipine	Indian	Pakistani	South African

Source: PQ 167 and 302/2011

Local data on citizenship cases

Length of time of citizenship application, 2010

Department of Justice	26 months
Immigrant Council & Nasc research*	28.2 months

Source: Department of Justice, 2011; Cosgrave, Living in Limbo, 2011

The length of time taken to process citizenship applications was over two years according to both official procession time and monitoring by immigrant organisations. Citizenship became a significant, if not the most significant, query presented to information & advocacy services run by Dublin-based NGO's.

Share of citizenship queries, Selected Dublin-based NGOs, 2010

Organisations	No of citizenship queries	Share of citizenship queries within the organisation
Immigrant Council	1148	12%
The Integration Centre	412	22%
MRCI	456*	18%
Vincentian Refugee Centre	518	12%

Source: Immigrant Council, 2011; The Integration Centre, 2011, Vincentian Refugee Centre, 2011; MRCI, 2011 *- also includes residency queries

Access to residency

EU nationals enjoy free movement if they are employed, self-employed, studying, or if they can demonstrate that they have sufficient resources to support themselves. They may apply for permanent residency after five years of uninterrupted residency in the State.

In contrast, **non-EEA nationals** cannot get permanent residency (apart from non-EU family members of EU nationals following five years uninterrupted residency) but may receive renewable residency permission to remain in Ireland (which is special registration stamp in their passport known as **Stamp 4**) based on their legal status. They can engage in employment or set up their business without having to apply for employment or business permits. Residency Stamp 4 is most typically a yearly permission although it can be longer for certain categories. Such groups include parents and siblings of Irish born children, former protection seekers who have been granted refugee status, leave to remain, or subsidiary protection. In addition, refugees, people granted subsidiary protection, and EU citizens have the legal right to be joined by their **family members** (EU citizens can be also accompanied by their partners) who receive Stamp 4 upon their successful application. Irish people do not have statutory right to family reunification but their application is processed through an administrative scheme.

Work permit holders are entitled to apply for a five-year residency permit after 60 months spent on work permit known as long term residency. While their application is processed they are given a yearly residency permission (Stamp 4) to remain in Ireland. Work permit holders may bring their family members with them but this is not a legal entitlement. Their family members can also receive long term residency; however, they are not granted residency permission (Stamp 4) and therefore are not exempt from employment permit requirements. **Green Card permit holders** are issued with renewable residency permission (Stamp 4) after two years spent on their permit. **Students** are not entitled to apply for residency permission (Stamp 4) or for family re-unification.

Stamp 5, which is a form of permission to remain Without Condition as to Time can be applied for after 96 months residency but is no longer available for those on long term residency, and is only valid until

*the expiration of the passport and its renewal is not automatic. In addition, it is not available for refugees since they do not hold a passport but instead a special travel document.*⁴

Local data on residency

Top queries, selected Dublin-based NGOS, 2010. Immigration type of queries (citizenship, residency and family reunion) in bold

The Integration Centre	Immigrant Council	Crosscare Migrant Project	MRCI	Citizen Information Centre, Dublin City, Advocacy Project	Vincentian Refugee Centre
Family Reunification	Renewal of status	Renewal of status	Work permit	Social Welfare	Housing
Renewal for parent of Irish national, Family mem. of EEA nationals	Citizenship	Citizenship	Undocumented	Family Reunification	Social welfare
Citizenship	Family reunification with spouse/partner	Change of status – student to work permit, spouse to work permit etc...	Citizenship/Residency	Travel	Health
Travel/Visa/Passport/ID	Work permit	Family members of EU nationals	Workplace Rights	Renewal for parent of Irish national, Zambrano applications	Citizenship
Renewal of status	Renewal of Leave to remain as parent of Irish national	Status – clarification on entitlements, length etc...	Social welfare	Permission to Remain Applications	Family reunion
Social welfare	Family member of EEA/Swiss national	Long Term residency	Family reunion	Citizenship	Education

Source: Integration Centre, Immigrant Council, Crosscare, MRCI, Dublin CIC, VRC, 2010

⁴ For more detailed and up-to-date information on immigration rules, see www.inis.ie and www.deti.ie (the latter one produces guidelines on employment permits).

This table shows that residency-related queries (as well as citizenship) feature regularly in the information and advocacy work of Dublin-based NGO's. Application for permission to bring in family members of Irish and EU/EEA nationals is a common query, too; however, renewal of status (both for principal permission holders and their family members) is perhaps the most frequent query. MRCI also deals with a significant number of people who became undocumented. The organisation stressed that in many cases those people become undocumented through no fault of their own (MRCI, 2010; see more below).

Commentary on citizenship and residency

Acquiring residency or citizenship is a complex process for non-EEA nationals in Ireland. Dublin-based advocacy organizations, Crosscare Migrant Project, The Integration Centre, and the Immigrant Council of Ireland all underlined that residency permissions are temporary in nature and therefore have to be renewed on a regular basis. Even the long term residency status or permission to remain without condition as to time is neither an automatic nor permanent status (Cosgrave, 2011). The citizenship application process is very lengthy and based on the large number of applications rejected as invalid or ineligible there appears to be poor communication with regard to technical requirements and the eligibility criteria. In addition, the fee to be paid upon successful application is high and from late 2011 applicants have to pay an initial administration fee regardless of the outcome of their applications.

More than **70% of applications in 2009 and 73% of the application in 2010 were rejected or considered invalid**. These applications were ineligible because they were incomplete or they did not meet the statutory residency requirements. A related issue was the lack of clarity as to how reckonable residency is counted. The new online residency calculator, introduced in 2011, was welcomed by commentators but there remain problems with regard to children's residency.

Rejected and processed citizenship applications, 2008-2010

Year	Invalid or rejected applications	Share of rejected or ineligible	App. Processed
2008			7,827
2009	18,253	71%	25,582
2010	15,083	73%	20,723

Source: Department of Justice, Annual Reports

Another positive development is that the Department more than doubled the number of valid applications being decided by bringing it to approximately 16,000 in 2011. Furthermore, it was stated that significant progress had been made to shorten the naturalization application process to six months (Department of Justice, 2012). This indicates an improvement both in processing applications and reducing the number of ineligible applications. Of note is that eligible applications may still be refused by the Minister for Justice who has an absolute discretion over granting citizenship (e.g. not being a

good character). It is hoped that the positive trend of decrease in the number of applications refused in 2010 will also continue in 2011.

Refusal rate within eligible citizenship application, 2009-2010

Year	Approved	Refused	Refusal rate	Elible applications
2009	5,868	1,461	20%	7,329
2010	4,539	1,001	18%	5,669
2011				16000* (approx.)

Source: Department of Justice, Annual Reports and Review Statement

From a service provider’s point of view, many advocacy organizations in Dublin spend significant time and resources helping people in applying for and renewing their residency permit, as well as, applying for citizenship. As the table shows below, citizenship and residency queries frequently deal with the renewal of status being one of the most common query types. New application forms were introduced late 2011 for the purpose of addressing high rejection rate based on technical grounds (*Irish Times*, 16 June 2011). In 2011 The Office of Promotion of Migrant Integration provided some funding to the New Communities for the purpose of offering assistance with citizenship applications. The marked improvement in the number of applications being decided in 2011 is perhaps the result of more resources allocated to processing applications as well as more assistance provided by advocacy organisations. In addition, the Department changed its practice by sending back incomplete applications in place of rejecting them after several months.

As for **residency**, Crosscare Migrant Project noted that there is often a lack of clarity in relation to applications for the various forms of residency permissions and the concrete entitlements attached to the status. This was also borne out by the experience of Immigrant Council of Ireland (Immigrant Council, 2011). It was also stated that poorly disseminated information on application processes, as well as administrative delays in dealing with renewals, may carry the risk of people becoming temporarily undocumented. This can jeopardize someone’s employment status or application for citizenship. However, it also creates difficulty for advocacy organizations in advising their clients; an issue which is further exacerbated by the wide ministerial discretion in most procedures. A lack of guidance surrounding more nuanced cases has also been cited. Application process information provided by the Irish Naturalisation and Immigration Service tends to be quite brief, and describes a mainly straightforward process. A contesting example was taken where long term residency applicants had the required 60 months residency but gaps in their residency in excess of 6 months in total also existed. According to the guidelines, they are not eligible for the status. In contrast, the publishing of a policy statement and guidelines soon after the European Court of Justice Judgment in the Zambrano case was appreciated. According that ruling, non-EU parents of EU citizen are eligible to reside and work in the EU. In Ireland this refers to non-EU parents of Irish citizens.⁵ Advocacy organizations have also found the

⁵ The European Court of Justice Judgment in the Zambrano case, delivered on 8th March, 2011, ruled that Member States are precluded from refusing a third country national upon whom his minor children, who are European Union citizens, are dependent, a right of residence in the Member State of residence and nationality of those

quarterly meetings with the Department of Justice and Garda National Immigration Bureau officials useful.

It is interesting to note that, according to national figures, over 70,000 non-EEA nationals, that is to say, approximately half of non-EEA nationals living in Ireland hold some form of residency permit (Stamp 4). However, only 7,671 non-EEA nationals received long term residency status between 2005 and 2009 (Annual Monitoring Report on Integration, 2011). It can be derived that, notwithstanding the difficulties, many non-EEA nationals managed to secure temporary residency permission in Ireland; however, relatively few receive long term residency status. According to the latest data, there were 2,000 applications received for long term residency, in 2010. Crosscare Migrant Project noted that a number of those applicants presumably are unemployed and therefore their applications may be rejected.

MRCI noted in its policy paper that administrative delays and lack of flexibility of the immigration and the work permit system (gaps in residency, difficulty of changing employers) are some of the main reasons for migrant becoming undocumented. They emphasised the vulnerability of those people who are afraid to approach authorities to regularise their situations (MRCI, 2010). In a survey of 100 undocumented migrants in Ireland in 2011 it was revealed that 58% of the respondents had children under the age of 18 with them. Crucially, 85% of them were in employment and many of those had paid taxes. Many of the undocumented clients of MRCI had lived in Ireland for years, with the majority of them residing in Dublin (MRCI, 2011a). *On a case by case basis* MRCI managed to regularise a number of people in collaboration with authorities and in some cases trade unions but it called for addressing the situation of this group in a more comprehensive manner. They advocate for the introduction of an earned regularisation scheme (similarly to the campaign of the Irish governments on behalf of undocumented Irish people in the US), where having registered for the scheme and paying a fine, eligible applicants would be granted a temporary residency status (MRCI, 2011b). At the end of 2011, Dublin City Council passed a motion to support the introduction of an earned regularisation scheme for undocumented workers, based on criteria set down by the Department of Justice *“so that undocumented migrants living in Ireland can participate fully in the social, political and economic affairs of the country (Dublin City Council, 2011).*

On the other hand there is another group of undocumented immigrants who wish to return to their countries but need help to do so. The International Organisation of Migration has assisted a significant number of non-EU nationals with their return and re-integration. This includes vulnerable undocumented migrants (mainly former work permit holders) and asylum seekers. The Reception Integration Agency provided help for a number of EU citizens who were unable to travel back to their country (ESRI, 2009).

Policy Issue

While the required residency period in Ireland for citizenship is relatively favourable in comparison to other countries, the excessive length of time to conclude application is at odds with international

children, and from refusing to grant a work permit to that third country national, in so far as such decisions deprive those children of the genuine enjoyment of the substance of the rights attaching to the status of European Union citizen. See www.inis.gov.ie.

experience.⁶ According to the latest data, there are 24,500 applications still to be dealt with.⁷ The recent statement by the Minister for Justice in June 2011, which indicated shortening the processing time and reducing the backlog of applications, was welcomed by commentators. A remaining concern is that the *absolute discretion* retained by the Minister in granting citizenship undermines the fairness of the procedure, and results in inconsistent decisions and disproportionate applications of the vague condition of ‘good character’.⁸ Thus, the extent of insecurity with regard to the outcome of the application is unknown in most European countries.⁹ The refusal rate of applications is also one of the highest in developed countries.¹⁰ It must be said, however, that in 2011 much fewer applications were rejected. A particular characteristic of the Irish system is that long term residency is only available for work permit holders and therefore many non-EEA nationals are left with the single option of applying for citizenship if they wish to secure their status in Ireland.

⁶ MIPEX, 2011; Cosgrave, 2011

⁷ Briefing Material to Minister for Justice, 2011 March. Available at www.inis.ie

⁸ Ibid.

⁹ MIPEX, 2011.

¹⁰ Cosgrave, 2011.

Political participation, Voting

Services

Dublin City Council holds a voter register of all eligible voters in Dublin City Council. An Electoral Register is drawn up in February every year and a Supplementary Register is compiled in November each year. Ireland has one of the most inclusive voting systems in Europe. Every resident in Ireland can vote in local elections, while European citizens can also cast their vote in European elections if they first de-register at home. UK nationals can also vote in the general election, but only Irish nationals are entitled to participate in referenda. Recent years have seen a number of targeted campaigns with a view to attracting immigrants to register and cast their votes.

In 2009 the Migrant Voters Campaign by Dublin City project raised awareness amongst migrant residents on their right to vote, the need to register to vote, and how to vote on election day (see box). The project included a number of initiatives led by Dublin City Council and Non-Governmental organisations in collaboration.

Data on voting registration

<i>Data on voting registration, Dublin City Council, 2010-2011</i>				
Registration group	Type of election eligible for	Register of electors 2010/2011	Register of electors 2011/2012*	Share of broad electoral group
Irish	<i>Presidential, General, Local & EU elections</i>	312,569	314,612	94.04%
UK	<i>General & local & EU election</i>	5,304	5,487	1.64%
EU	<i>Local & EU election</i>	894	840	0.25%
EU**	<i>Local elections only</i>	5,493	5,559	1.66%
Non-EU	<i>Local election</i>	8,143	8,068	2%
Both EU and non-EU (excl. UK)	<i>Local election</i>	14,530	14,467	4.32%
Total	<i>All</i>	332,403	334,566	100.00%

Source: Dublin City Council, Register of Electors

*With Supplementary Register

**The group of potential European electors need to de-register in their home country in order to be eligible to vote in European election in Ireland

The table above shows the main categories of electors (people who eligible to vote) and the types of elections they may vote in. The group of potential European electors is not eligible for voting in the European election in Ireland since they have not de-registered in their countries of origin. In 2009, subsequent to campaigns to attract migrant voters to register for the 2009 local elections, 523 non-Irish nationals, that is to say, 303 EU nationals and 239 non-EU citizens were added in the Supplementary Register in Dublin City. This was lower than the increase in registration in Fingal (1,407) and South Dublin County (1,184) (NCP & Africa Centre, 2010). In 2010 there was some drop in the number of EU and non-EU electors possibly for the reason that immigrants moved away from Dublin City.

Data on standing for election

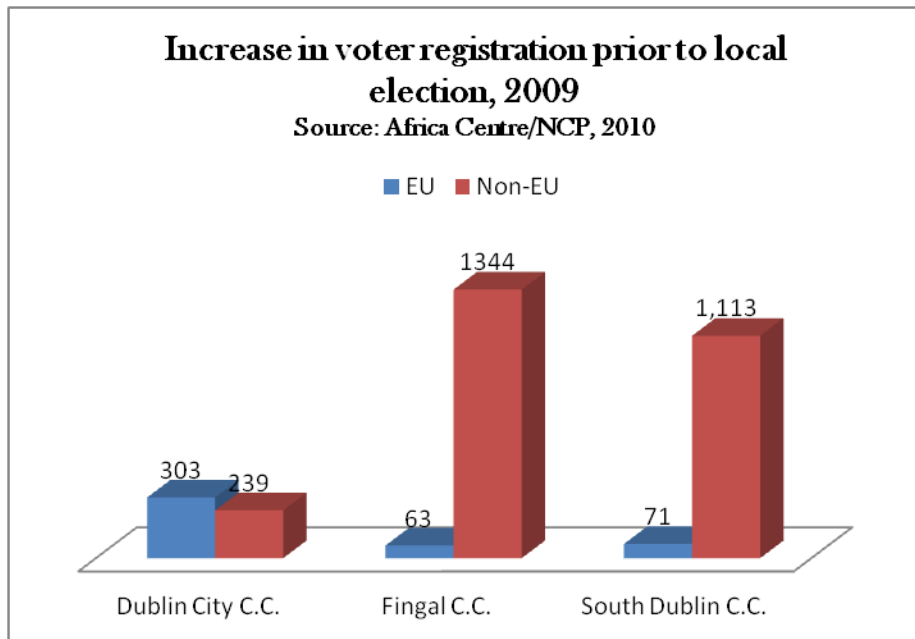
There were 47 candidates with an immigrant background in the local election in 2009. Four of them were elected, this represents 0.2 per cent of the 1,627 local authority members in Ireland. There were two candidates in Dublin City standing for election, neither of whom won a seat.

Commentary on political participation

Political participation is indicative of the settlement of a migrant population in the locality and therefore their integration with the local community. However, political participation often falls behind participation rates in employment or education because it requires strong interest and commitment. These attributions characterise long-term migrants rather than recent arrivals, considering the relatively short history of large scale migration to Dublin, limited political participation by migrants is not an unexpected result. On the other hand, in general, suffrage can exclude immigrants from participation. While national elections are only open to Irish and UK citizens, in Ireland the universal right of all residents to vote, and stand in a local election in their respective local authority area, means that the conditions for political participation at local level are more inclusive than in other countries (MIPEX, 2011). Therefore, legal conditions are provided for migrants to vote and stand for local election. Nonetheless the temporary nature of the various forms of permission to stay in Ireland has a negative influence on the political participation of non-EU nationals. The dominance of non-English speaking migrants among EU nationals is a mitigating factor against political participation, too. A significant barrier to voter motivation in the Irish context that local councils have limited power since employment, health, and education are exclusively national policy areas. Even more important is the fact that immigration policy, which is often of primary concern to first generation immigrants, is decided at national level. Dobbs argued that local politicians may ignore immigrant electorate even at local level due to the fact that many of them aspire to play role in national politics where non-Irish citizens have no influence due to the restriction of voting to citizens. Some may not even know that every resident can vote in local elections (Dobbs, 2009).

The opportunity for encouragement and involvement of immigrants in local elections was recognised by Dublin City Council and immigrant organisations, both made considerable efforts to attract migrant voters to register and vote prior to the last local election in 2009 (see box below). The campaign convinced a number of EU and non-EU nationals to register to vote although the increase was not as significant as some would have expected. This suggests that even interest in voting registration can be increased to a greater extent only over a longer period. Fanning and Dobbs found that the requirement of stamping the supplementary registration form by the Garda may have also acted as disincentive¹¹ (Dobbs, 2009; Fanning, 2009). There was no general evaluation of the Dublin City project but a survey was carried out by NCP/Africa Centre in the aftermath of their campaign. This illustrated that many respondents (some of whom were already registered) had voted in the election; there are no information on participants of other campaigns such as the Migrant Voter Education Campaign led by Dublin City Council. The general election in 2011 did not attract the same level of attention due to the fact that apart from naturalised migrants and UK citizens, non-Irish nationals cannot vote in that election. However, it was pointed out that there are thousands of naturalised Irish citizens and second-general immigrants with the right to vote who may have been ignored by parties. Immigrant Council launched a 'Count Us In' campaign to raise awareness among parties and candidates of the right of this group to vote in the general election.

¹¹ There were some attempts made to create a more relaxed environment for registration by inviting the Garda to community events. See Dobbs, 2009.



Research conducted prior to local election campaigns found that every second Nigerian respondent was registered to vote compared with less than 20 per cent of Chinese, Indian or Lithuanian people. Many Lithuanians showed no interest, while the majority of Indians were not aware of their right to vote. Chinese people gave mixed responses. Approximately 50% of the participants in this research lived in the greater Dublin area (Immigrant Council, 2008). Registers of electors revealed that prior to the election in 2009 non-EU voters saw greater increases in selected major local authority areas than EU nationals (12,471 vs. 2,107); however, in Dublin City this was not the case; 303 more EU nationals were added in the Supplementary Register subsequent to the campaign compared with 239 non-EU citizens (NCP & Africa Centre, 2010).

A greater deficiency is the absence of immigrant representatives in Dublin City Council particularly in light of its size and the large share of immigrants in the Dublin population. Apart from the challenge of gathering sufficient votes from the general population, inadequate support by the immigrant population (they may not show interest in voting as noted above), and language barriers play major roles. In evaluating the Migrant Voters Education project Dobbs pointed out that there is a 'network gap' not only between the immigration population and parties but associations (GAA, residential associations and farmers groups) that often serve as feeder organisation to political parties. She concluded that perhaps not surprisingly due to its non-partisan nature the project was less successful in building bridges between parties and immigrant organisations (Dobbs, 2009). Fanning noted that several parties made conscious attempts to target immigrants in the 2009 elections. Interestingly, they mainly focused on the Polish community even though Africans demonstrated greater interest in political participation (Fanning, 2009). Indeed, there were almost twice as many Nigerian local election candidates as Polish. In Dublin City there were one European and one non-European candidate. The next local election will be a crucial test in finding out whether there are any local immigrant councillors elected. The City Council demonstrated interest in engagement with migrant communities and the new project with Dublin

Employment Pact and the New Community Partnership is a positive development in that regard (see below box).

Good practice

Migrant Voter Education

Prior to the local elections in 2009, there was a campaign targeting immigrants which encouraged their involvement. The campaign provided information on registration for voting and the actual voting process, while also encouraging them to get involved in the local election. The campaign was also used to inform immigrants on the political system in Ireland with the help of training materials developed by the Vincentian Partnership for Social Justice. During the campaign there was a substantial number of information materials – such as posters and leaflets – distributed in Dublin. The information materials were translated into 25 languages and made available on Dublin City Council’s website for download. Voter education training was delivered to various immigrant groups including outreach to those in more isolated locations. The Migrant Education Campaign was driven by a steering committee of 16 migrants from 12 countries. It was formed to advise and support the development, and implementation, of the campaign including the **Polish Federation of Ireland** and **Integrating Ireland** with the support of **Dublin City Council**. 75 migrants from across the city were trained to deliver voter information workshops in venues of their choice (e.g. Russian School, Polish Centre, Islam centre etc.). These 75 trainers were then sent out on a programme of delivering voter education sessions across the city in local community centres, libraries, and places of worship used by migrants. Apart from contributing to increased political participation rates of the immigrant community, the projects resulted in strengthening the relationship between immigrant communities and the city, by offering a practical objective for an inter-cultural/inter-community initiative.

The ‘Our Vote Can Make Difference’ Campaign was managed by the **New Communities Partnership** and the **Africa Centre** and carried out in various locations across Ireland. This campaign delivered training to 314 people in Dublin, and its public meetings in Dublin were attended by 230 people (NCP & Africa Centre, 2010). Following the completion of the campaign NCP and the Africa Centre distributed written questionnaires and carried out phone interviews with participants. It was shown that 79% of those surveyed found out about their eligibility to vote through the campaign while 90% registered to vote as a result (Ibid). The data from the electoral register below shows that, although small, a marked number of people registered in Dublin City to vote in the aftermath of the campaign. Interestingly, the number of eligible voters for EU elections increased more significantly but this can be explained by their relatively small numbers registered prior to the campaign. Lastly, 94% of the respondents to the survey stated that they had voted in the local election(Ibid).

Promoting Civic Participation of Third Country Nationals through Local Authority Platforms

Dublin Employment Pact in key partnerships with the three local authorities (*Dublin City Council, Fingal County Council & Dún Laoghaire-Rathdown County Council*) and migrant-led organisations (e.g. New Communities Partnership, AkiDwa) leads a new project concentrating on civic participation of third country nationals in the Dublin area. The aim of the project is to develop mechanisms for achieving higher levels of civic engagement by non-EU nationals at their local authority levels. The desired

outcome of the project is the enhanced involvement of non-EU nationals in the decision-making processes at the local level. As part of the project, in June 2011 internships were offered to non-EU nationals in their respective local authority areas for the purpose of having an opportunity to work closely with local authorities, and gain insight into their everyday operations. Furthermore, participants also received skill mediation training on conflict resolution and general mediation between communities and state agencies. A professional Curriculum Vitae is designed at the end of the project and reference letters are produced by the local authorities. **The Republic of Ireland - A Beginners Guide to Society, Culture & Politics'** was compiled by Dr. Elaine Byrne, journalist, consultant and political analyst, as part of the aforementioned project supporting the participation of non-EU nationals through Local Authority Forums. The publication marks the beginning of a series of workshops that will take place in the greater Dublin area which will give an overview of the political, historical, social, and cultural frameworks of Irish society.

Opening Power to Diversity: Shadowing TDs

In September 2011, Crosscare Migrant Project (CMP) launched a ground breaking migrant integration scheme aimed at increasing migrant participation and interest in politics in Ireland at the highest level. The Opening Power to Diversity scheme matches volunteer migrants with a number of TDs and Senators. Over a six month period, beginning in September, migrants received a unique and valuable experience in everyday political activities by shadowing the TD or Senator in his/her daily work such as Committee meetings, Dail activities, meetings, and constituency work. Initially, the scheme works only with TD's based in the Greater Dublin area.

Civic citizenship: volunteering, community involvement

Volunteering is associated with building social networks and skills and thus contributes towards social integration. Subsequently, it is one example of active citizenship which is not defined in a legal sense. While volunteering will be introduced broadly in the wider context of the sense of community involvement and civic engagement, the main focus of this particular section is those who volunteer with community organisations and churches.

Services

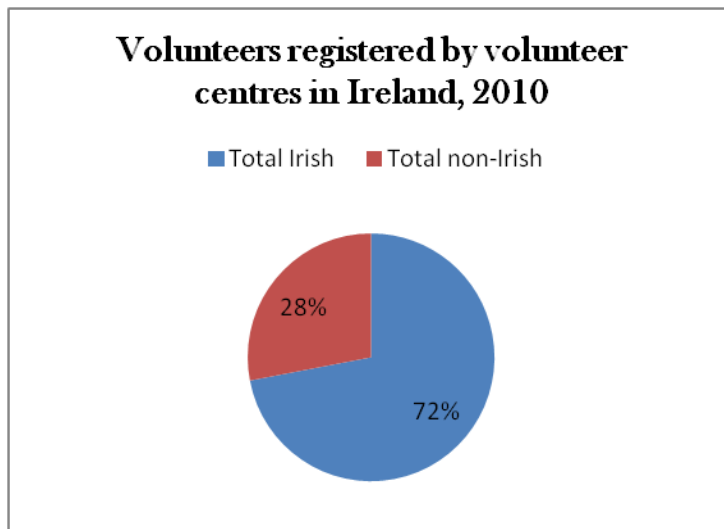
Dublin City has two volunteer centres: Dublin City North Volunteer Centre and Dublin City South Volunteer Centre. Their main responsibility is to connect volunteers to volunteering opportunities and offer support for volunteers and receiving organisations.

In recent years many of the churches in Dublin City have received a considerable number of immigrants. Furthermore, there was a dramatic rise in the number of churches and chaplaincies set and/or led by immigrant communities. Within the Christian community, the Parish-based Integration Project was set up to support local parishes and churches in realizing positive engagement with immigrant members and enhancing their local integration. The Islamic Cultural Centre has done significant work among the Muslim Community. The Dublin City Interfaith initiative was launched recently by the Irish Council of Churches and the Office for Integration, Dublin City Council.

National data on volunteering

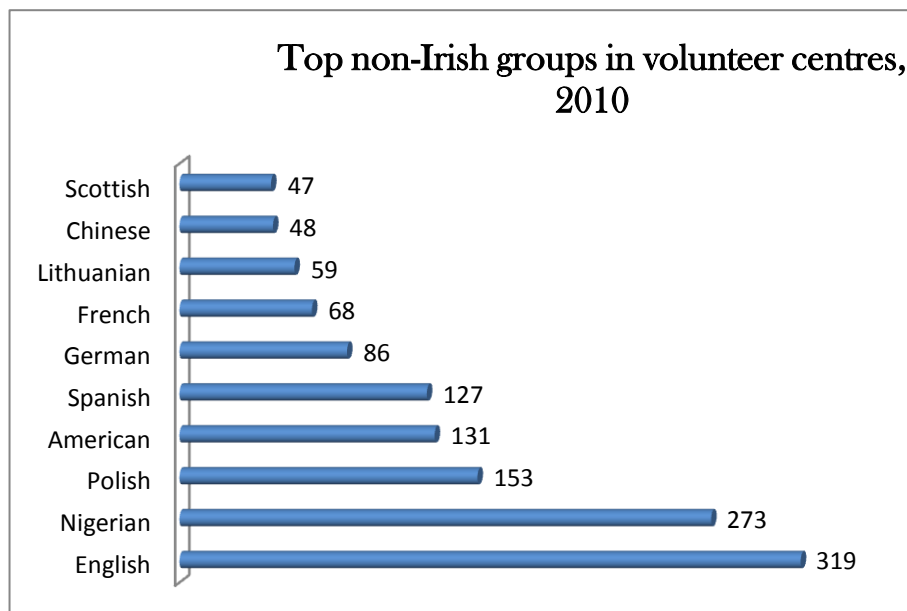
According to the **Census**, 8% of people participating in voluntary activities in Ireland were non-Irish in 2006. The CSO special module on Social Capital conducted in 2006 illustrated marked differences with reference to activities (CSO, 2009). Non-Irish nationals were less likely to be involved in organised group activities (47 % versus 66%) or unpaid charitable work (16% versus 25%). According to Census figures immigrants are more likely to volunteer for religious organisations whereas Irish people devote more time to sporting organisations.

When examining registered numbers at **volunteer centres**, there is a notable difference in involvement of non-Irish nationals. In 2010 almost every third registered volunteer was non-Irish (28% of all registered volunteers).



The majority of registered volunteers were English, Nigerian, Polish, American (US), and Spanish. With the exception of Spain these findings correspond with the top nationality groups of Ireland as recorded in 2006.

Figures are difficult to obtain, but there is a general agreement that immigrants revitalised established **churches** and contributed to the establishment and expansion of new faith groups in Dublin. The largest growing communities were the Pentecostal, Orthodox, Hindu and Muslim (Census, 2006).



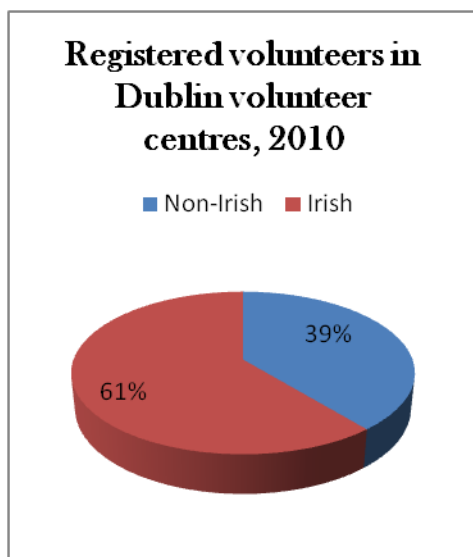
Data on volunteering in Dublin

In Dublin non-Irish nationals were 5% more likely to volunteer for religious organisations whereas Irish nationals were 11% more likely to volunteer for sport organisations.

The Directory of Migrant-Led Churches and Chaplaincies identified a notable 116 churches and chaplaincies in Dublin that could be classified as migrant-led (Directory of Migrant-Led Churches and Chaplaincies, 2008).¹²

Examining the share of non-Irish ethnic groups in Dublin (including Irish nationals who belong to non-indigenous ethnic groups e.g. Black Irish) the corresponding Census figure is higher than the national average: they made up almost 12 % of the whole population involved in volunteering. Although at a national level Africans were more likely to volunteer than any other ethnic group, including Irish, this is not the case in Dublin according to the Census. In total, 12 % of indigenous ethnic groups (Irish and White Traveller) reported volunteering compared to 10% of the non-indigenous ethnic groups.

¹² Migrant led churches includes those which were inaugurated by immigrants, those whose headquarters are outside Ireland and those whose congregation was primarily comprised of immigrants (Directory of Migrant-Led Churches and Chaplaincies, 2008).



Remarkably, non-Irish nationals made up **39% of registered volunteers in Dublin City in 2010.**

Non-Irish registered volunteers, Dublin, 2010

Nat. groups	North Vol. Centre	South Dublin Vol. Centre	Average in Dublin City
Irish	49%	73%	61%
EU	16%	11%	14%
African	14%	2%	8%
Asian	6%	4%	5%
Latin America	5%	4%	5%
Other EU	5%	3%	4%
Canada/US	4%	2%	3%
Middle East	1%	N/A	1%
NZ/AU	0%	1%	0%
Total non-Irish	51%	27%	39%
Total no. non-Irish	1199	320	1519

Source: North Volunteer Centre, Volunteering Ireland, 2011

Commentary on volunteering

The North Volunteer Centre's database illustrates a striking contrast with Census figures: among those people registered for volunteering, every second person was a non-Irish citizen in 2010. Looking at both centres in Dublin, in 2010 the average share of immigrant volunteers in Dublin City was 39%. One of the reasons mentioned by North Volunteer Centre was that immigrants are often unsure as to where to search for volunteering opportunities and are therefore more likely to contact volunteer centres (once they become aware of it). Volunteer Centres were also conscious of the importance of outreach to marginalised groups, many of whom are immigrants, who tend not to initiate involvement in voluntary activities. Many Irish nationals actively demonstrate interest in local sport activities due to the historical

links between the local Irish communities and those institutions, however volunteer centres rarely place volunteers in sport organisations. In the same vein, organised group activities appear to attract more Irish nationals, presumably because they may already have contacts in those organisations, but organised group activities are less likely to be listed with volunteer centres. The type of activities that volunteer centres refer people to include activities with children and young people, social work, office administration tasks, arts and media, and some craft work. Occasionally, centres also place people in events. All things considered, it is a remarkable achievement by Volunteer Centres in reaching out to so many immigrants. It should not be forgotten that many migrants are also involved in religious organisations which again falls outside the Volunteer Centre's remit.

A higher proportion of volunteers are immigrants in North Dublin than the national average of 28% in 2010. North Dublin is known to have a high concentration of the immigrant population; the centre has more immigrant volunteers than in South Dublin City. Second, new communities were among the target groups of the Social Inclusion Unit within the North Volunteer Centre, and there was a more **strategic approach to target the immigrant population** than elsewhere. Accordingly, the Centres established links with such organisations as St Vincentian Refugee Centre, EPIC programme, SPIRASI, SARI, Cairde, as well as the Baleskin Reception Centre which has a strong constituency of immigrants. People from Africa and the European Union accounted for the majority of volunteers; every fourth volunteer in Dublin City arrived from these areas. These figures have been stable for the last few years. Nevertheless there is an important difference between North Volunteer Centre and South Dublin City; the latter has a much lower share of African volunteers; Asian or Latin American volunteers outnumber them.

The North Volunteer Centre drew attention to the fear among aspiring immigrant volunteers of being abused in the current economic climate; more precisely that they will carry out tasks that should be assigned to a **paid position**. The organisation emphasises to volunteers that they have various rights including the right to leave if the situation cannot be rectified. In addition, they underscored the important distinctions to be made between work placement, internship, and volunteering. This misunderstanding arises among both aspiring volunteers and some organisations. Earlier research also noted that immigrants may get frustrated when denied professional opportunities and volunteering cannot address this difficulty (Integrating Ireland, 2009). The North Volunteer Centre highlighted that the primary reason for volunteering is to engage with the community, that typically entails a few hours or a day commitment per week and it is not a full-time activity. The North Volunteer Centre monitors volunteering opportunities registered and contact organisations that classify work placement opportunities wrongly such as volunteering.

One of the perceived **benefits of volunteering is building social networks** and links with organisations: relationship with established community members as well as enhanced participation in groups and organisations.¹³ Immigrants who volunteer with an organisation often get involved in other activities ;

¹³ In the interview an example was taken where a refugee, who was a former teacher, volunteered with an organisation working with primary school children mainly for the purpose of introducing them to creative writing. She assisted the work with children through helping to create their stories. This was deemed to be very successful. She was given the opportunity to use her skills while the children also profited from her assistance.

they might move on to do a work placement, and in some cases they were even offered a job. Second, volunteering tends not to imply the same level of responsibilities and stress as work and therefore it allows for re-creation and appreciation. Third, volunteers gain confidence when they become more familiar with the language and culture. To some groups, such as mothers who stayed at home to mind their children or due to immigration restrictions, volunteering provides a valuable opportunity to start conversing in English and become more confident in using the language (provided that they have a basic conversational level of English as mentioned above). The newly initiated Failte Isteach voluntary conversational English programme was described as a perfect example where people are sent as both students and volunteer teachers.

From an organisational perspective, the clear benefits of using immigrant volunteers include new skills and new perspectives that can be added to the dynamism of the organisation. Integrating Ireland research in 2008 also noted that, by taking on immigrant volunteers, organisations can strengthen and validate their message around diversity and anti-racism (Integrating Ireland, 2009). In 2008 a **survey of community and voluntary organisations** – half of which operated in Dublin --demonstrated the remarkable participation of immigrant volunteers: 1123 volunteers, that is to say 39% of the 5,548 volunteers surveyed had an immigrant background. It must be noted that 50% of the organisations responding to the survey worked with immigrants. (Integrating Ireland, 2009)

Immigrants in community and voluntary organisations		
Categories	Numbers	Share
Total surveyed	5808	100.00%
Immigrant background	1123	19.34%
Those with nat. breakdown	771	
Out of those		
African	354	45.91%
EU citizens	158	20.49%

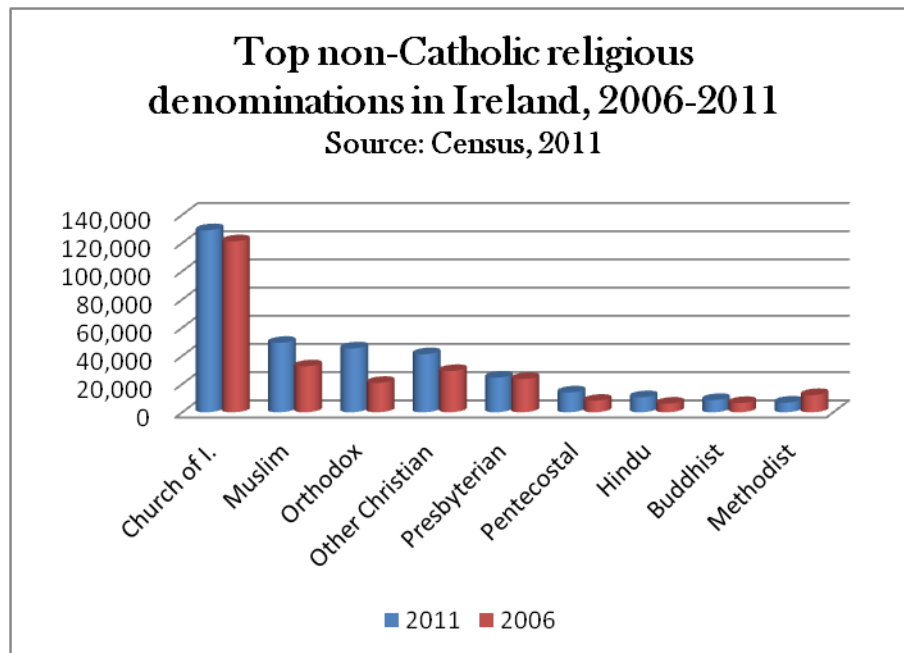
Source: Integrating Ireland, 2009

The aforementioned research provided some useful insight into immigrant volunteering in community and voluntary organisations. It showed that approximately half of the 900 immigrant volunteers (whose data on time contribution was available) had been volunteering for more than one year, and two-fifths of them reported regular activity (monthly or weekly basis). A smaller sample provided further information on the role of immigrant volunteers in the responding organisations. Out of 530 volunteers, almost 100 sat on boards or committees (19%) and 360 delivered services and campaigns (68%).

Commentary on church participation

Since mid 90s the arrival of migrants has resulted in an increased membership of local churches and the setting up of minority-ethnic led ones. Census 2011 confirms that trend by revealing the growing numbers of non-Irish nationals who reporting religious affiliation with various religions: the fastest growing communities have the Muslim, Orthodox, Apostolic or Pentecostal and Other Christian

denominations. Interestingly, the Catholic religion also witnessed increase thanks mainly to the arrival of non-Irish nationals who declared themselves Catholic (Census, 2011).



It was found that non-Irish nationals in Dublin City were more likely to volunteer for religious organizations than Irish nationals. Within the Christian community, the Parish-based Integration Project was set up to support local parishes and churches in realizing positive engagement with immigrant members and enhancing their local integration. The project entailed, among other things, the production of a resource material (Irish Inter-church meeting, 2008). Furthermore, the Lantern Centre, established by the Christian brothers, saw its mission in operating as an intercultural centre by hosting different faith and ethnic communities (often overlapping) ranging from Christian groups to Hindu and Muslim communities. The Dublin City Interfaith initiative was launched recently by the Irish Council of Churches and the Office for Integration, Dublin City Council. It comprises members of the Baha’i, Buddhist, Christian, Hindu, Jewish, Muslim and Jewish communities. Its goal is to promote dialogue among faith communities, between faith communities and the City Council, and support the integration of immigrant communities in Dublin.

Good practice

North Volunteer Centre: A strategic approach to draw in immigrant volunteers

The Social Inclusion Unit in the North Volunteer Centre was established in 2001 for the purpose of actively reaching out to hard-to-reach groups such as minorities, refugees and asylum seekers, people with disabilities and older people. North Dublin is home to many immigrants and other marginalised groups thus a targeted approach is warranted on account of the population composition. A partnership with key statutory and non-statutory organisations - immigrant organisations, schools, partnerships, reception centre, and EPIC programme – was established to make this more effective. This focus in the work of the North Volunteer Centre was a key contributor to the enhanced involvement of immigrants

in volunteering which in turn justified the deployment of such measures. The Social Inclusion Service is mainstreamed throughout the work in the Placement, Outreach, and Promotion & Information Services which is a major factor in maintaining good access to volunteering among the immigrant community. The production of the Intercultural Toolkit is an important example of a practical output borne out of the aforementioned partnership. In 2008 North Inner City produced the toolkit which included information on, amongst other things, volunteering. It was disseminated in the local area among parent groups and community/voluntary organisations. Information sessions were delivered in schools which covered volunteering as well as other relevant issues e.g. entitlements.

Crosscare: Multi-purpose information resource managed by immigrants

Living in Ireland is an easy-to-use, multi-purpose resource created by **Crosscare Migrant Project**. It provides general information on rights in five languages and explores culture, language, history, society, and political participation in Ireland. 10,000 copies of the latest version (2009) were distributed to Citizen Information Centres, libraries, local Garda Headquarters, NGOs, TD's offices, and various religious groups, many of which are based in Dublin. The first two editions concentrated on entitlements and public services, the latest version funded by the European Integration Fund, contain a great deal of information on community involvement, the political system, and the culture and history of Ireland. It refers people to lists of migrant-led organizations as well as migrant-led churches. The creation of the website can be regarded as a practical manifestation of active citizenship since the work has been led by a steering group of immigrants living in Dublin. The website is regularly updated and relevant current news and events are posted on it. The fact that it is the first result when searching the web for 'Living in Ireland' stands as evidence of its success as a key interactive information hub for immigrants coming to, and living in, Ireland.

Find Your Way – A Guide to Key Services in Dublin City Centre

'Find Your Way' is a directory and map of essential statutory and non-statutory services for migrants in five languages': English, French, Polish, Russian and Mandarin Chinese. The resource was developed by Dublin City Libraries and Citizens Information Service in 2009. It has been made available both in printed form and online. A map was also attached to the information booklet. The Directory of key services for Dublin city centre is primarily aimed at linking migrants with available and relevant services to help ease their transition and integration within Irish life and society. However, it is also useful resource for any individual or service provider who is seeking information on the large range of organisations and support services available in Dublin City Centre.

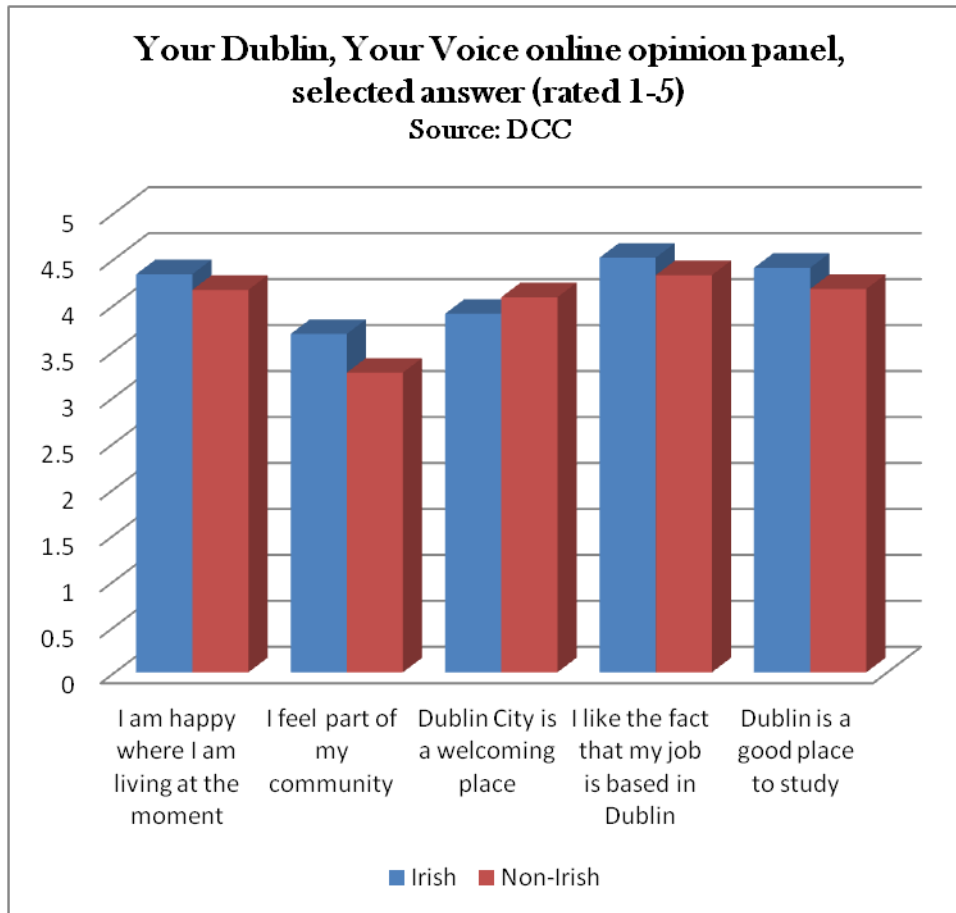
Social integration

Social integration is a complex concept which is beyond the scope of this document. This section maps out some important trends as to how immigrants build social networks in Ireland and more specifically in Dublin. This includes their perceptions of their local community and neighbourhood as well as any evidence of racism and discrimination.

National data on social integration

At a national level, the CSO special module on social capital found that non-Irish nationals were less likely to contact relatives and speak to neighbours, but there was no notable difference regarding their interaction with friends. (CSO, 2009) There was a small group of non-Irish people who did not have any friend or relative to turn to, this group accounted for a higher share of non-Irish nationals than the same group among Irish nationals (5% vs. 1%)

Local data on social integration



Your Dublin, Your Voice survey is an online opinion panel of 2,300 people conducted at the end of 2010. Half of the respondents had lived outside Ireland for some period of time, and 13.7% of them reported a nationality other than Irish. Non-Irish nationals are found to see Dublin as a welcoming place; and non-Irish were more likely to agree with that statement than Irish. However, they were somewhat less likely to agree that Dublin is a good place to work and study (Your Dublin Your Voice, 2011). More

importantly, the study also showed that fewer non-Irish nationals than Irish nationals felt that they are part of the local community (Ibid.).

Commentary on social integration

Your Dublin, Your Voice survey is one of the rare sources that provide some insight as to the perception of Dublin among non-Irish communities. Out of the 60 nationalities reported, the top nationality groups were British, French, Polish, and Italian; therefore Africans and Asians were under-represented in comparison to the Census. Whereas many had a positive view of Dublin, non-Irish nationals were considerably less likely to feel being part of the community. While this is outcome of a diverse mix of responses, the difference between their group and that of Irish people is notable.

The Open City project captured some skilled immigrants' experience living in Dublin. Focusing on immigrants in employment, the Open Cities project adopts a case study approach to examining an ever diversifying workforce. Encompassing areas such as marketing, research and education, software engineering, and medicine, this colourful account serves to highlight Dublin's ability to attract international talent by drawing upon its openness and positive attitude towards immigration. The participants felt a sense of belonging particularly owing to the affable nature of the people of Dublin. Overall, the personal statements offered supported the idea of Dublin being a welcoming, multi-cultural city with much to offer in ways of employment opportunities and personal interaction (Open Cities, 2011).

'Getting on: From Migration to Integration', concentrated on four main ethnic groups, and examined the experience of 400 immigrants, half of whom were living in Dublin. The research found that approximately half of the migrants spent time with Irish people (Immigrant Council, 2008). A small difference was noted among the four ethnic groups: Lithuanians were the least likely and Nigerians were the most likely to have regular contact with Irish people, while Chinese and Indians fell in the middle. Interestingly, more Chinese and Nigerian respondents reported socialising with Irish people than with their own family members. Nigerians were far more likely than other ethnic groups to spend time with other migrants. Nigerians met both Irish people and other migrants on a weekly basis as opposed to Indians who reported less than monthly interaction with Irish and other migrants. All four ethnic groups reported strong interaction with their friends: 9 out of 10 visited friends from their native countries, mostly on a weekly basis. Friends and families were likely to live within walking distance of fellow countrymen thus suggesting the dominance of residential patterns. Many interviewees agreed with the view that Irish people are friendly, but that it is difficult for them to build friendship with Irish people. However, once friendship was established, the quality of friendship is recognised by immigrants (Ibid).

A bleaker picture was drawn by a study of the economically deprived area of The Liberties in the Inner City undertaken in 2007 and 2008 (Fanning et al, 2011). The Liberties is an area with a high concentration of immigrants: among survey respondents 28% reported a nationality other than Irish; this is identical with their share during the Census 2006. The study utilised four sets of measurements: well-being of adult respondents (e.g. satisfaction with life, depression, hopefulness), child well-being (e.g. parent-children relationship, parent-child conflict), neighbourhood characteristics (e.g. local problems, local services, neighbourliness and voluntary involvement), and support networks (a person

to turn to in crisis) as well as socio-economic deprivation (e.g. medical card, primary education only, financial difficulties).

The authors found that high levels of socio-economic well-being, demonstrated by many migrant respondents, do not necessarily translate into the same level of psychological well-being. Thus migrants with low levels of social need (good education and employment with an income above the minimum threshold set for receiving a medical card) displayed poor psychological well-being. The contrast was most striking in regards to EU nationals who were the least likely to be at risk of social exclusion yet reported depression (Ibid). “Within relatively affluent gated communities – the newly built apartments in long-standing deprived areas where immigrant respondents were overrepresented – depression scores were equal to those of some of the most deprived social housing estates. (Ibid. p.10)”

Results with regard to neighbourhood quality, and trust, shed some light on underlying reasons. Trust levels were much lower among immigrants than Irish nationals, with EU nationals exhibiting the lowest level of trust. That is to say, immigrants tended to have fewer people whom they could rely on. Added to this, immigrants reported fewer non-familiar contacts with their neighbours (interactions with people outside their normal social circles) than Irish nationals. Since they expressed less concern with neighbourhood problems (noise, light, roads and walkways, drink, safety after dark etc...) it can be concluded that poorer mental well-being must be ascribed to their poor social interaction as opposed to environmental factors. An important difference between EU and non-EU nationals emerged: while the latter group had the least contact outside their social groups they displayed a much better support network than EU nationals, and even better than Irish nationals. This can be explained by their reliance on, and the availability of, family and kinship in building support networks (Ibid.). In that context it is interesting to note that in Dublin City there was no significant differences recorded by Census 2006 among broad nationality groups whether they live with a family member or not.¹⁴

Comparing findings in this section and those related to volunteering, it can be suggested that immigrants seem to differ quite significantly as to what extent they develop their social networks in Ireland and participate in the local community. Some immigrants do voluntary work and participate in civic initiatives while others appear to be isolated and have limited social interaction with their neighbourhood. Furthermore, it seems that a significant number of immigrants who are active in their own community organisations including cultural associations and churches rarely participate in general community and civic activities. An important task for the city and other agencies is how it can support and encourage communities to deepen their engagement with one another. The various cultural festivals supported by Dublin City Council which attracted many participants can be considered a successful first step in that regard. Furthermore, the recent launch of the Dublin City Inter-faith initiative offers a good opportunity for broadening interaction among faith and indeed ethnic communities. The initiative particularly targets non-EU communities that are more likely to belong to faith groups which are new to Ireland and have less developed links with Irish communities.

¹⁴ See section ‘Family types’ earlier.

Racism and discrimination

Local data on racism

The European Union first Minorities and Discrimination Survey was carried out during 2008 in 27 Member States including Ireland (Fundamental Right Agency, 2009). Irish respondents were interviewed in the Greater Dublin Area. Notably, 73% of people who were born in Sub-Saharan African and currently live in Ireland reported widespread discrimination based on their immigrant or ethnic origin. On a more positive note, both the Liberties study and Your Dublin, Your Voice survey found that many non-Irish nationals did not view safety as a problem. It is difficult to scale the extent of racism in Dublin and more representative data is needed to map the situation.

Services

Victims may record any racist incident at the local Garda stations. Garda record any incidents as racist if it is perceived as such by the victim. Since the closure of the National Consultative Committee on Racism and Interculturalism in 2008 individual organisations such as the Immigrant Council of Ireland and Show Racism the Red Card have begun collecting evidence on racism through various reporting schemes. The Irish Network Against Racism initiated consultation with various stakeholders including the Garda as to how to harmonise and improve data collection in this area.¹⁵ Furthermore, the Garda Racial, Intercultural and Diversity Office held a Diversity Consultation Day in the Phoenix Park on the 4th May 2011 to offer a platform to engage, communicate, interact, and network with each other. At the event, thirteen crime prevention and community safety information sheets were made available in 12 different languages.

Commentary on racism

The aforementioned FRA survey produced a number of findings that should be heeded. Apart from ¾ of Sub-Saharan Africans reporting discrimination, 54% of the group stated that they were discriminated against at least once *in the past 12 months*. In addition, 76 % of them stated that they did not know of any organizations offering support and advice to people who were discriminated against. While these findings reflect the subjective experience of certain immigrant groups, they still offer stark evidence on the existence of racism and discrimination in Dublin.

It is certainly a positive finding that both the Your Dublin, Your Voice online opinion poll and the Liberties study showed that most non-Irish nationals did not view safety as a problem. In fact they gave more positive answers to questions on safety compared to Irish nationals. Therefore, one can argue that racism does not seem to equate to threat or actual physical assault in most cases.¹⁶ The results of the FRA survey however demonstrate that at least some groups have different experience. 29% of respondents stated that they were victims of racially motivated assault, threat, or serious harassment in the last 12 months (Fundamental Rights Agency, 2009). Crucially, 75% of the racist incidents reported to the Irish Network Against Racism in 2011 involved violence or crime; that is 113 incidents of the 149 reported (INAR press release, 14th March 2012).

¹⁵ <http://www.dublin.ie/arts-culture/one-city-one-people-2010.htm>

¹⁶ Sadly, however, in recent years there were two very sad cases where racist motivation presumably played part in the killing of a Nigerian teenager and two Polish people.

Taking Racism Seriously report by the Immigrant Council of Ireland offered further evidence on the existence and nature of racism in Dublin (Immigrant Council, 2011). It found racial harassment in certain neighbourhoods was prevalent in the form of on-going verbal abuse, incidents of damage to property, and threatening behaviour as well as more subtle forms of harassment. In the same vein, Dublin Bus and Luas employees from ethnic backgrounds experienced frequent racial abuse in their work. It was observed that visible minorities (Blacks and Asians) are more likely to be subject to racism, and perpetrators are not Irish nationals in every case.

Common findings of the researches are that victims do not always get adequate support, and perpetrators were rarely prosecuted. Although Garda record any incidents as racist if it is perceived as such by the victim, they are given limited assistance as far as how these offences should be treated differently compared to other offences since racism is not legislated for in Ireland. A further problem is that information on services and support for victims of racism is still not widely available (Immigrant Council, 2011; Fundamental Rights Agency, 2009). All of those factors contribute to under-reporting of racism.

Dublin City Council has been working with advocacy organizations, the Garda and the Joint Police Committee with a view to responding to racism. It has supported the racism reporting scheme set up by the Irish Network Against Racism and initiated its joined campaign with public transport companies to send out a strong anti-racist message (see box). Furthermore, the Lord Mayor Commission on Anti-Social Behaviour also looks at racism/prejudice recognising the apparent link and overlap between anti-social conduct and racism (Lord Mayor Commission, 2012).

Good practice

One City, One People

Dublin City Council has led an initiative aimed at tackling racism entitled 'One City, One People' in 2010 and 2011. The initiative used a variety of mediums such as advertisements and events to promote the message that Dublin is an open city, a city which respects and embraces difference and does not accept racism and discrimination, and offered forums to discuss developments and future actions. A key element of this campaign was to secure collaboration from public transport companies, whose premises (bus and tram stops) and vehicles were used to promote the message of anti-racism. Since evidence suggested that many racist incidents take place in public transport arenas, the inclusion of these companies in the campaign can be considered strategic. Lastly, the Lord Mayor Commission on Anti-Social Behaviour also looks at racism/prejudice recognising the apparent link and overlap between anti-social conduct and racism (Lord Mayor Commission, 2012).

Further reading

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Education

School education

Introduction

Education is a vital aspect of integration. It is a key determinant of adult life chances, and has a far-reaching impact on the future integration of migrant children. This section addresses some of the difficulties faced by migrant children in accessing and realising educational opportunities, and highlights several good practices currently in place. The first section will explore the dispersion of migrant students in Dublin City, discussing enrolment procedures and other factors that affect choice of schools. The second section examines the participation of migrant children in school education. It concentrates on two main critical factors which affect migrant kids' school progress and school completion. These factors are: parental involvement and support for language learning. The last section will touch upon extra-curricular activities in Dublin City which aim to build social links, promote inter-ethnic relations, and prevent the occurrence of racism.

In completing this section, key datasets and a number of relevant pieces of research were reviewed. Priority was given to local data but national data is also included. In addition, a number of service providers were interviewed and consulted: O'Connell Secondary School, Dublin 1; Mount Carmel Secondary school, Dublin 1; Griffith Barrack Multi-denominational Primary School, Dublin 8; and the National Youth Council of Ireland.

Context: Intercultural Education Strategy

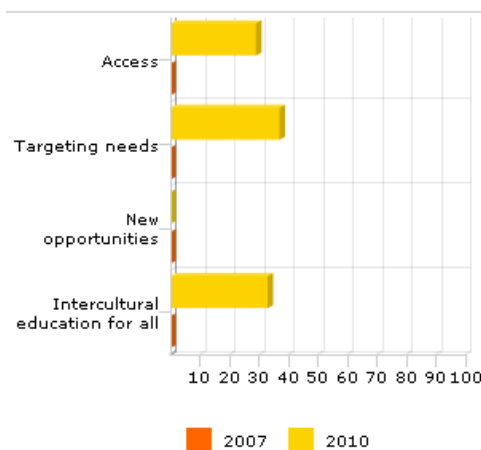
The *"Intercultural Education Strategy, 2010-2015"*, developed by the Department of Education and Skills (EDS) and the Office of the Minister for Integration, stands as a national level commitment to intercultural education. It seeks to ensure that all students experience an education that "respects the diversity of values, beliefs, languages and traditions in Irish Society and is conducted in a spirit of partnership" (IES, p.1). It is designed to be applicable at all levels of education provision; primary, secondary, further education and third level.

Intercultural Education Framework

	Key Component	Goal
1.	Leadership	Enable the adoption of a whole institution approach to creating an intercultural learning environment
2.	Mainstreaming of education provision	
3.	Rights and responsibilities	
4.	High aspirations and expectations	
5.	Enhance the quality of teaching	Build the capacity of education providers to develop an intercultural learning environment
6.	Knowledge of the language(s) of instruction	Support students to become proficient in the language of instruction

7.	Partnership and engagement	Encourage and promote active partnership, engagement and effective communication between education providers, students, parents and communities
8.	Effective communication	
9.	Data collection and research	Promote and evaluate data gathering and monitoring so that policy and decision making is evidence based
10.	Actions, monitoring and evaluation	

A recent MIPEX (Migrant Integration Policy Index) study gave a warning to Ireland by pointing out the inadequate level of education provision for the immigrant population. MIPEX conducts a comparative analysis of international integration policies across 31 states¹⁷. Ireland was issued a score of 25/100 for overall education provision. Within this, **accessibility** of the Irish education system received a mere 29/100. Ireland's ability to **target needs** of migrant students received 37/100¹⁸. The report deduced that "migrants with specific needs enjoy less favourable targeted measures than in most new immigration countries".



Access to school education

*All children in Ireland are entitled to free, state-run, primary and post-primary education up to the age of 18. The primary education system emphasises a **child-centred approach** and provides more flexibility than secondary schools where curriculum is centred on exam preparation. In this review they are examined together, but differences between the educational experience of primary and post-primary students must be noted.*

There are over 3,200 primary schools in Ireland. 336 are based in county Dublin, 187 of which are based in Dublin city. State-funded primary schools include: religious schools; non-denominational schools; multi-denominational schools and Gaelscoileanna.

There are more than 730 post-primary schools in Ireland, 169 of which are based in Dublin and, within that, 55 in Dublin City. These can be secondary schools, community and comprehensive schools or vocational schools. All follow a set junior and senior cycle curriculum.

¹⁷ It issues individual countries overall scores based upon an analysis and evaluation of different facets of its integration policy i.e. education, political participation, anti-discrimination etc...

¹⁸ (mipex.eu/Ireland)

Enrolment procedures

Services

The decentralised nature of the primary and post-primary sector means that entry prerequisites are set by the institute, or school, in question. DES simply sets out that these requirements must be in accordance with section 7 of the Equal Status Act (2000).

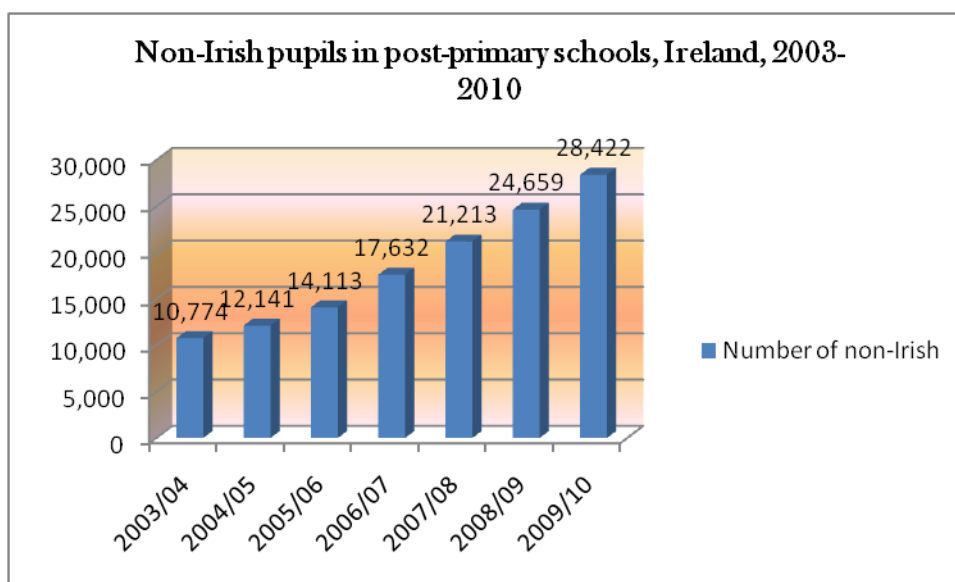
National data on accessing school education

Non-Irish share of migrant pupils, 2007

Groups	Census of Schools*	%	ESRI	%
All	459,443	100	476,000	100
Irish	415,514	90.44	430,300	90.4
Non-Irish	43,929	9.56	45,700	9.6
Out of Non-Irish		100		100
non-English speaking	n/a	n/a	34,732	76
EU	23,226	52.87	n/a	n/a
Non-EU	20,703	47.13	n/a	n/a

Source: DES, 2007; ESRI, 2007

The latest data on the number of non-Irish students was collected in 2007 through a Census of schools and the study of newcomer students by the Economic and Social Research Institute (Smyth et al, 2009). Equal distribution of EU and non-EU students can be observed. The majority of pupils, 76% of them, arrived from non-English speaking countries.

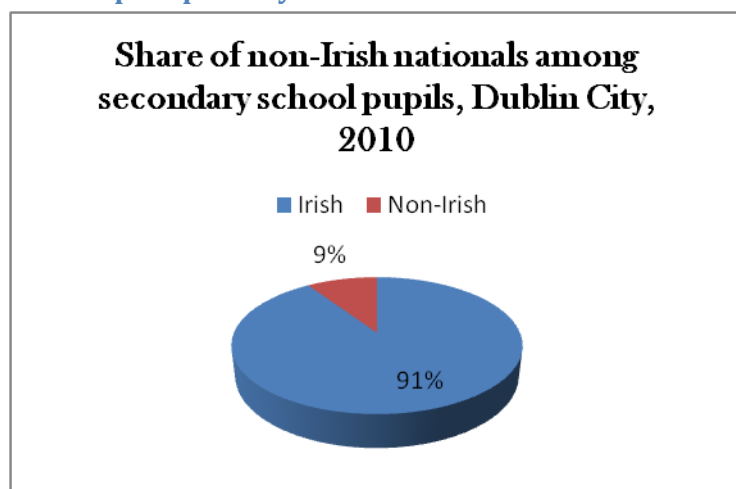


Source: DES, Post-primary schools database, 2010

Monitoring Integration in Dublin City 2010: A Service Providers' View

The DES maintains that the database of post-primary schools is based on school reporting of the nationality of pupils. According to detailed figures, ten nationalities make up two thirds of the total immigrant pupils in post-primary schools, with an increase from 63% in 2006 to 69% in 2009. The list consistently includes the same countries (with the exception of Romania replacing South Africa in 2007): UK, Poland, Nigeria, Lithuania, Spain, USA, Philippines, Germany, Romania and Latvia. This largely mirrors the findings of Census 2006 among the general population.

Data on post-primary schools in Dublin



Source: DES, Post-primary database, 2010

As it can be seen from the table, the share of migrant pupils in post-primary schools of Dublin is very similar to their share at national level (9%). Notwithstanding the concentration of migrant pupils in certain schools in Dublin there remains a good dispersion of nationality groups among schools.

Top nationality groups, Dublin City, Secondary schools, 2010

Nat. group	No. of pupils	No. of schools where nat. group present	Average number of pupils
Ireland	27749	72	385
Philippines	359	41	9
Poland	291	51	6
Romania	259	46	6
UK	234	61	4
Lithuania	163	41	4
Nigeria	157	41	4
South Africa	152	27	6
Pakistan	150	25	6
India	112	25	4
Latvia	92	38	2

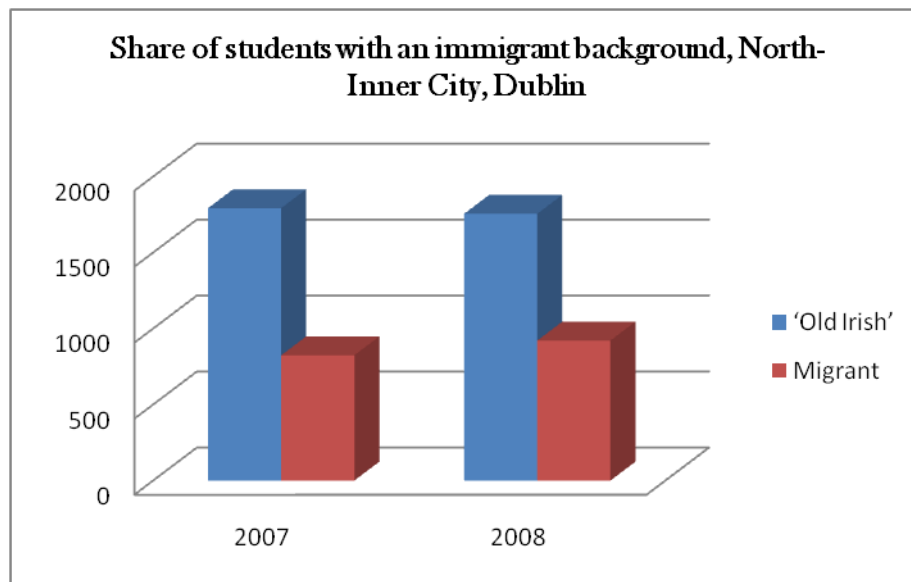
Monitoring Integration in Dublin City 2010: A Service Providers' View

Mauritius	92	25	4
USA	73	32	2

Source: DES, Post-primary database

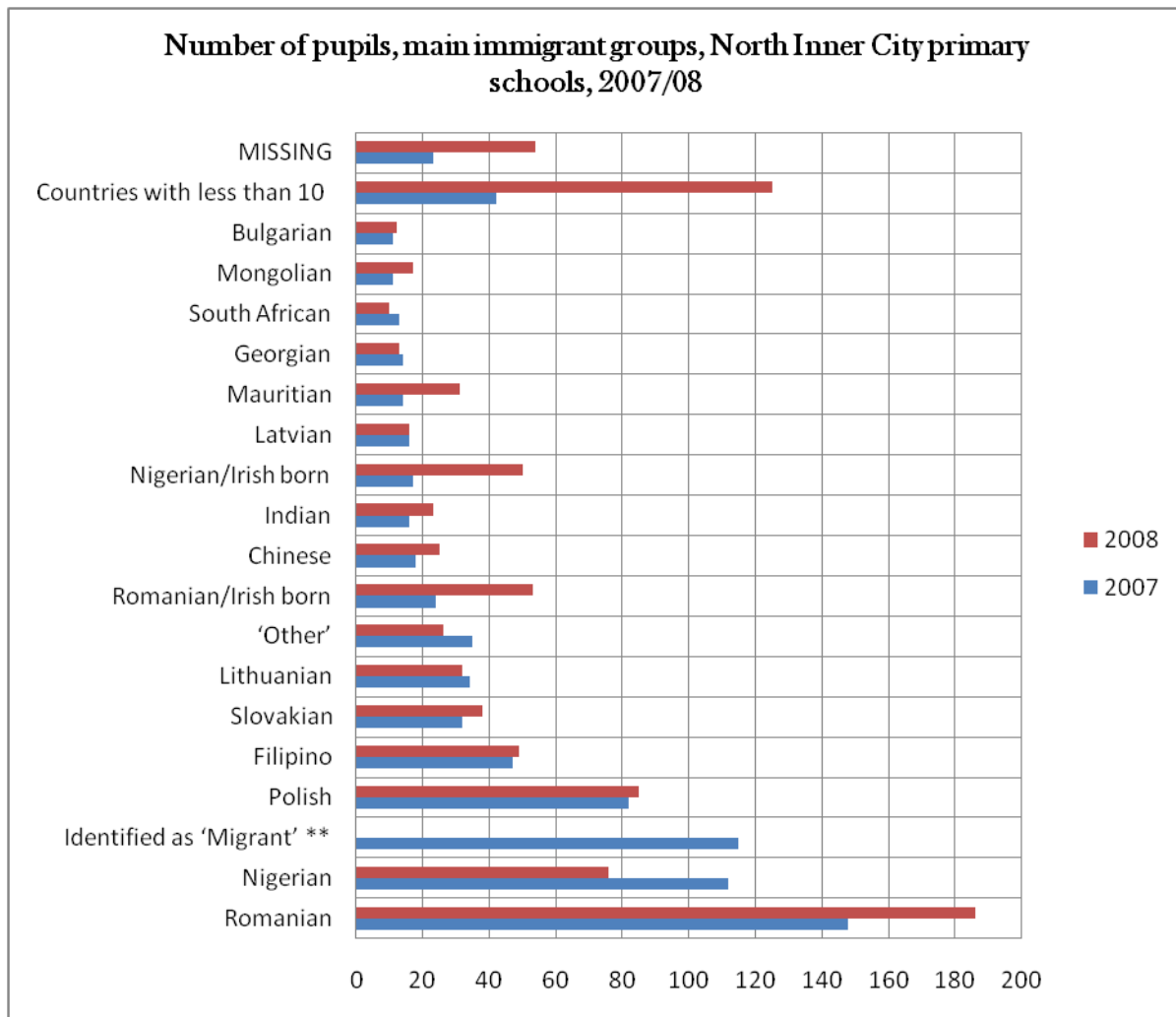
Data on North-Inner City Primary schools in Dublin

In 2007 and 2008, Trinity College carried out a North-Inner City Primary Schools Survey with the intention of documenting the demographic composition of schools in this area. Key data on nationalities and migrant background (Irish children with immigrant parents) are presented below. The results pertain only to those 16 schools that participated in both years (one school did not participate in 2008). In 2007, data was collected on 2,786 pupils and in 2008 on 2,676 pupils. Between 2007 and 2008, the share of migrant pupils in primary schools in the area remained relatively stable at just over 30% (Curry et al, 2011).



Source: Curry et al, 2011

The surveys recorded 56 different nationality backgrounds (including Irish) where the four biggest groups identified were 'Old' Irish, Romanian background, Nigerian background and Polish background. See table below.



Source: Curry et al, 2011

The aforementioned research on primary schools in North Inner City Dublin illustrated great divergence in the number of immigrant pupils, from 4% to 60% (Curry et al, 2011)). By 2008 over half of migrant pupils in those primary schools were in Junior and Senior Infant classes. (Ibid)

Dublin 1: Enrolment in post-primary schools

Dublin 1 has a highly concentrated immigrant population, and is served by four post primary schools. The O'Connell Street School had 149 international students registered at the beginning of the 2010/2011 school year, which is 44% of its student population. Likewise, 45% of the student population in the Mount Carmel School is made up of non-Irish nationals from 27 different countries. In both of these schools, late entries are accepted, which suits new immigrant arrivals.

Belvedere College, a private secondary school in the vicinity, has a migrant student population of 1.2%; of its 997 students, 12 are of a migrant background. Late entries are not considered. Larkin Community College, a City of Dublin VEC school, has an 11% migrant population from 18 different countries. This school prioritizes applicants who attended primary schools in the Dublin 1, Dublin 3 and Dublin 7 areas.

Commentary on enrolment

"Clustering" large percentages of non-Irish nationals in certain primary and post primary schools can occur from a lack of accommodating application procedures and admission policies. Post-primary school fees and the residential patterns of migrant parents seeking employment in urban areas also contribute to this. A survey of the primary schools of Dublin in 2008 found that the total share of immigrant pupils in the North Inner City was over 30% of all primary pupils. This is well above the national average of 10% in primary schools (Curry et al., 2011). This has not translated into larger numbers of immigrant students arriving in post-primary schools, although a steady increase can be identified in Dublin City.

In 2009 the majority of schools in Ireland (80%) reported taking all students who applied for enrolment. However, the remaining 20 % were over-subscribed and tended to apply enrolment criteria which are unfavourable for migrant applicants (first come first serve) (Smyth et al, 2009). The difference between individual schools' immigrant student population is much more accentuated at primary level (Smyth et al 2009; Byrne, 2010).

Preferential admission for those with a sibling in the school or for children of staff members is common practice and may hamper first generation migrants. Waiting lists and extensive enrolment application time frames may have resulted in newly arrived migrant families having to seek education for their children elsewhere. Students arriving during academic terms are faced with further difficulties in finding school placements, and often look towards the nearest undersubscribed school, the majority of which happen to have 'disadvantaged' status (ESRI 2009). The growing number of children competes for school place in Dublin similarly to elsewhere. Religious prerequisites are also a determining factor, as a large proportion of Irish national schools are Catholic. There are also a few schools in the patronage of the Church of Ireland. Only a small number of schools are multi-denominational at primary level, managed by Educate Together, while no such schools exist at post-primary level at the time of writing. Those schools have long waiting lists. There are also a few non-denominational secondary schools managed by VECs.

Ultimately, admission procedures do not prevent access to education but they do diminish choice, and may require compromise from immigrant families. This could provide greater challenges outside of Dublin, where migrant families have fewer alternatives. A *nationwide* study of 12 post-primary schools

indicated that many parents, including immigrant parents, exercise active choice by enrolling their children in schools outside of their areas. Only 6% of students surveyed attended schools that were not their first choice. This may be explained by the fact that, in recent years, many post-primary schools competed for students (Byrne, 2010). There were a number of factors influencing the choice of post-primary schools, such as the school's reputation, the child's own preferences, location and prior choices made for older children. It was also found that parents with a higher educational background and in more privileged occupations were more likely to exercise their choices actively *regardless of nationality* (ibid).

Nonetheless, examining Dublin 1 it appears that a certain freedom in choosing a school does not prevent considerable concentration of the migrant population in post-primary schools in the Inner City of Dublin. Importantly, the study of primary schools in North Inner City also produced similar findings: there was a significant difference in the number of non-Irish students recorded in primary schools operating in close proximity to one another. Residential patterns play a small part in choosing between schools that are only few minutes' distance from one another (Curry et al., 2011). Regarding secondary schools, the schools which have the lowest share of non-Irish pupils are mainly Catholic denominational schools, Gaelic schools, and one fee paying college. On the other hand, there are Catholic secondary schools with large number of migrant students.

Non-Irish student population in selected Dublin City secondary schools, 2011

D1 Mount Carmel Secondary School	44%
D1 O'Connell School	42%
D7 St Josephs Secondary School	39%
D3 Marino College	35%
D8 Christian Brothers, Synge St.	34%
D4 Marian College	32%
D11 St Vincents C.B.S. Glasnevin	26%
D6 Terenure Presentation Coll.	23%
D7 St Pauls C.B.S.	22%
D6 St Louis High School	22%
D3 Holy Faith Secondary School	3%
D6 St.Mac Dara Comm. College	3%
D10 St Johns College De La Salle	2%
D5 Chanel College	2%
D4 Muckross Park College	2%
D2 Coláiste Dhúlaigh	2%
D1 Belvedere College S.J	1%
D7 Coláiste Mhuire	1%
D9 Scoil Chaitriona	1%
D2 Catholic University School	0%

Source: Dept. of Education

At a national level it was observed that there was an absence of segregation between nationality groups, as documented in other countries, on the basis that the immigrant population is relatively evenly distributed with a great variety of nationalities recorded. Dublin post-primary enrolment statistics highlight this trend showing that even in schools with a high concentration of migrant students there remains a wide representation of nationalities (Dept. of Education, 2010).

Good practice

Griffith Barracks Multi-Denominational National School

Nat. groups	Total pupils	Irish	EU	Non-EU	Share
Numbers	217	188	1	28	13.4%

Admissions Policy

1. Siblings have preference, then the children of staff
2. After that *preference is given to older children*. In this way it is irrelevant when you enrolled your child (so no longer first come first served).
3. Board of management reserves the right to hold 3 places per year.

The Griffith Barracks representative concurred with the view that oversubscription, or lack of requisite space, presented a range of difficulties for newcomer students. In line with the Educate Together ethos, the number of students per class is capped. In response to this, a positive policy alteration ensured that that the 'first come, first served' policy was no longer a determining factor in the school's enrolment. Recent changes to this mean that, while preferential treatment is still given to siblings and children of staff members, preference given to older children serves to mitigate one of the identified challenges to **entry**. Furthermore, three additional places may be offered at the school's discretion. This allows the board to review specific cases and offer a place based upon exceptional circumstance.

Progress / Participation in school

Context: early school leaving

Early school leaving is a key integration outcome indicator and has a range of implications beyond education itself. Early school leaving refers to those who leave education before completion of the senior cycle (Leaving Certificate) and may be comprised of pre- and post-Junior Certificate leavers (Byrne & Smyth, 2010a). The Leaving Certificate has become the minimum necessary qualification to attain a range of adult life chances, including good quality employment and health (ibid p.171, Smyth and

McCoy, 2009). "One in six young people continue to leave school without a Leaving Certificate qualification, amounting to almost 9,000 young people every year" (ESRI NWB p.171)¹⁹. There is little known of the extent of early school leaving among immigrant children as national surveys only examined adults.

At local level, Byrne and Smyth studied early school leaving in 12 post-primary schools across Ireland. They disaggregated data based on the nationality of respondents. Worryingly, it was found that every fifth non-Irish national (20%) left without completing the Leaving Cert examination compared with 11% of Irish nationals (Byrne & Smyth, 2010a). Non-Irish nationals were more likely to leave school early after taking into account factors such as socio-economic background, reading achievement and previous experience at school. It was indicated that further research is needed to establish whether this can be ascribed to age at immigration, language difficulties, school experiences or other factors (Byrne & Smyth, 2010). A better monitoring system was also proposed by commentators with reference to every child in the school system. It was put forward that a tracking system should be designed with the intention of following children's educational pathways (Children Rights Alliance, 2011).

Low reading levels on entry to secondary school stand as a strong influence on early school leaving (ERSI 2010). In the same vein, parental involvement has strong implications as to the completion of school education. Therefore, in the next section parental involvement and language support will be looked at in some detail.

Parental Involvement

Parental involvement clearly contributes to children's completion of school education and "is positively associated with student achievement in the Irish context" (Byrne at Smyth, 2010b). The nationwide study of 12 post-primary schools by Byrne and Smyth found that both formal involvement (parent-teacher meetings), and informal involvement (discussion of educational issues), have a positive influence on achievement in Junior Certificate (Ibid). Furthermore, the inclusion of parents in their children's education is necessary in order to foster a positive, holistic educational experience. The issue has also received much attention at EU level where the Ministerial Conclusion stated: "The active involvement of parents in their children's schooling is of crucial importance, starting with early childhood and basic schooling" (Zaragoza, p.5). The Intercultural Education Strategy (2010) places an emphasis on "effective communication between education providers, students (and) parents" (7).

Services

"The school's commitment to creating an inclusive school environment should be evident in... the promotion of parental involvement."

(DES Circular 0015_2009)

¹⁹ Correspondingly, a recent HEA publication 'A Study of Progression in Irish Higher Education' (2010) highlighted that almost one-in-six students leave all third-level courses before second year. The strongest reason was shown to be lower Leaving Certificate performance. This suggests that there is a direct correlation between progression in second level and completion of third level; a factor therefore influencing other outcome indicators ('Share of 25-34 year olds with tertiary educational attainment').

In general, the main channels of communication between parents and the school are parent-teacher meetings and correspondence (e.g. school letters). They provide the opportunity for the parents to follow the children's progress in school and to discuss pertinent issues with teachers.

The DES administers the Home School Community Liaison Scheme²⁰ (HSCL). This scheme is concerned with establishing partnership and collaboration between parents and teachers in the interest of children's learning. Home school liaison officers are assigned to schools with designated disadvantaged status (DEIS). Their role is to facilitate communication between students' home environment and the school, actively encouraging parental participation in their children's education. As a significant percentage of schools in Dublin City are classified as disadvantaged, with many of those teaching migrant students, they are entitled to receive support from the scheme.

Each school has a parents' association where parents may participate. The Education Act 1998 states that the role of the parents' association is to promote the interests of the students in a school in co-operation with the board, principal, teachers and students. Its dual mandate is to advise the Principal or the Board of Management in this regard and to adopt a programme of activities to promote the involvement of parents in the operation of the school (Education Act 1998). The Board of Management's function is mainly concerned with governance such as drawing up a school plan, managing the school's finances, appointing school staff and managing contact between the school, parents and the community. The term of office is four years.²¹

Data on parental involvement

Currently there is no general data detailing parental involvement among either immigrant or native parents, as schools differ in approaches and there is no agreed definition as to what parental involvement entails. Nevertheless, the recent ESRI study reveals some important trends with regard to parental involvement in post-primary schools, with some observation made in respect of 'newcomer' parents (Byrne & Smyth, 2010b). It was found that formal parental engagement with schools, more precisely attendance of parent-teacher meetings, was somewhat lower among immigrant parents than settled parents of the community. In contrast, no difference was recorded regarding informal involvement: that is to say, discussions of educational issues in school (homework, test/exams) took place as often in immigrant families as in others. It also emerged that newcomer students were less likely to rely on their parents' advice in the senior cycle of post-primary education on choice of programmes and subjects, possibly as their parents are not familiar with the system and educational pathways (Ibid). It must be noted that the sample of newcomer pupils is relative small; therefore the results have to be treated with caution.

²⁰ <http://www.education.ie/home/home.jsp?pcategory=17216&ecategory=34267&language=EN>

²¹ The Constitution of Boards and Rules of Procedure 2007 agreed between the Department of Education, parents and school managers, set out that governance structures should reflect the diversity of Irish society and therefore considering the needs of minority groups.

Commentary on parental involvement

Parents have an important role in supporting their children's education through attending parent-teacher meetings and occasional classroom involvement in primary schools (ICI, 2010a). The aforementioned research indicates that immigrant parents tend to have lower attendance rates in parent-teacher meetings. The active support of parents is often hampered by their lack of language skills or confidence. In response to this, English language classes for parents are offered via the HSCL scheme in Mount Carmel and O'Connell secondary schools. Spearheaded by the HSCL Officer, these initiatives seek to improve parents' levels of English to better facilitate communication with the school and to remove barriers to involvement in their children's education. Exemplifying active outreach, O'Connell school has produced information leaflets advertising the classes in a number of different languages.

Drawing upon feedback from interviews, cultural background is a determining factor in parental involvement. Migrant parents sometimes express hesitancy due to a traditional view of teachers being the sole bearers of education. There exists a perception that by involving themselves in their child's education, parents may undermine the role afforded to the teacher and be viewed as disrespectful. The research in the Liberties area of Dublin suggested that among parents, high educational attainment did not lead to an effortless cultural transition. Unlike their children, parents reported having difficulty with negotiating the new cultural norms and values of their host environment, which affected their ability to build networks.

Active parental engagement with schools' monitoring procedures was considered to play a vital role in students' progression. It was noted that when parents disregard these procedures (e.g. behavioural chart introduced by Griffith Barrack School) this usually has a negative influence on student achievement and progression in school.

The ESRI research indicates that immigrant parents in general attached the same importance to the discussion of their children's performance in school as other parents (Byrne & Smyth, 2010b). Research in the Liberties also confirmed that migrant parents pass on middle-class values to their children regardless of the neighbourhood they live in, and thus hold high expectations of their children's progression in the education system (Fanning et al, 2010). It appears that the key difference is how parents communicate with schools. An understanding of the school system, including the appreciation of formal procedures and structures, is a determining aspect of migrant parents' engagement with schools. It has emerged from research with educators and parents that, while schools prefer formal methods of communication, some migrant parents choose to contact schools in a casual way (e.g. drop-in) which is difficult to respond to by schools (Weidhaase & Mc Grath, 2009). It was noted that this does not necessarily imply showing interest in informal events however (e.g. coffee mornings).

Active outreach and flexibility therefore enhances the schools' ability to engage with migrant parents systematically. The existence of the Home School Liaison Officer is an important resource in disadvantaged schools, which tend to have a larger number of migrant pupils. Research in five schools in Dublin found that barriers to parental involvement among immigrant parents can be overcome more easily than was thought, once confidence is established and allowance made for cultural differences (e.g. tone of voice). A welcoming approach and the aforementioned role of social events were stressed

as key contributors to successful engagement (ICI, 2010a). However, work commitments were highlighted by one HSCL officer as a barrier to parental outreach. This affects parents in general, but migrant parents seem to be more subject to anti-social working hours.

Context is also important. One respondent opined that shifting their school events' focus away from fundraising served to attract parents who usually abstained from such occasions, providing an opportunity for greater engagement. The rationale behind this was relayed as, not specifically monetary, but more so an avoidance of the principles underpinning such involvement due to cultural perceptions. This resonates with earlier research which reported that some immigrant parents on the Parents Association became frustrated about the focus on fundraising and not having enough opportunity to discuss educational issues (McGrath & Weidhasse, 2009). The complexities of the school funding system in Ireland – DES grant, Church funding, voluntary contributions – can be a daunting challenge for newcomer parents.

Furthermore, it was expressed that parents may not fully understand what is expected of them or their role in such events. Intercultural social events, where each parent represents his/her nationality, afford a more obvious role to parents and have been seen to foster increased involvement in schools. Parents who feel comfortable in the school are more likely to get involved in regular activities, while their engagement with the school in regard to their children's education can also improve. However, these initiatives are not without challenges. According to research in the Pathways to Parental Leadership project, schools have had mixed success in involving immigrant parents in social events and extra-curricular activities. This is perhaps due to hesitancy to participate by migrant parents, as this type of involvement might be new to them. The success of some schools, such as Griffith Barracks mentioned below, might also be linked to the fact that many pupils come from middle-class families who display a stronger tendency to participate in informal events (See Byrne & Smyth, 2010b). An additional problem is that intercultural events can be limited to tokenistic displays of aspects of culture – food, music, dresses – while real engagement among parents, as well as educators, does not always take place.²² Of note is that schools are not provided with guidance by the Department of Education as to how to realise intercultural education and migrant parent involvement.

Good practice

Griffith Barracks Multi-Denominational School

“Our school is a community where pupils, parents and teachers collaborate and work in **partnership** for our children. When parents decide to send their child to our school they are entering a very important relationship.”

- *GBMDS Parental Involvement Policy*

Griffith Barracks Multi-Denominational School is a national school operating under the patronage of Educate Together with almost every second pupil having at least one non-Irish parent.

²² For more on anti-racism and intercultural initiatives, see 'Inter-cultural relations and extra-curricular activities' chapter.

Parental Involvement Structure

Firstly, parents have the opportunity to become involved in a number of groups.

- **Parents Association:** after School activities programme, fundraising and social events
- **Board of Management:** two parent representatives participate in discussion of governance issues
- **Patron**²³: membership is open to all parents. Griffith Barracks' patron board is comprised entirely of parents

There is a solid communication structure in place:

- At least one parent representative elected for each class
- 'Parents Area' notice board for communication between parents in the school
- 'Thursday notice': a weekly parental outreach newsletter. Parents receive a newsletter every Thursday informing them of any upcoming events as well as opportunities to become involved.

Roles & responsibility:

Parents Association have sole responsibility for **extra-curricular activities**. For this purpose they have the use of the school grounds. Activities include; soccer, hurling, drama, athletics, guitar, yoga, dance, as well as Holy Communion and confirmation classes facilitated by the parents. In some instances, someone is hired e.g. a dance instructor. Very high **participation** rates have been noted in all extra-curricular activities. The 'Kids Club' after school support, set by one of the parents, may also aid participation.

Parents are also involved in the classroom as guest speakers and reading assistants.

Outcomes:

The school representative was content that while they have a system in place, they did not record any racist incidents or behaviour in the school. It was felt that this was the result of the extensive parental involvement and high levels of interaction outside a classroom environment. 24 migrant parents hosted tables at Griffith Barracks' 2011 intercultural day, as did 5 Irish parents. This signifies the recognition of involving both immigrant and Irish parents that encapsulates integration in contrast to intercultural events with only immigrant contributors.

²³ "The school Patron is a company whose legal basis obliges it to operate schools that guarantee equality of access and esteem to children irrespective of the social, cultural or religious background."

Immigrant Council of Ireland: Pathways to Parental Leadership project

PPL is a unique three-year initiative to promote and foster active involvement of migrant parents in their children's education and in school management. In order to do so, the ICI have developed a toolkit that has been rolled out as a pilot in five Dublin area schools. The main purpose of the toolkit is to facilitate parental involvement in school by emphasising the benefits as well as highlighting the opportunities and barriers to such involvement. The toolkit provides very detailed advice and tips for schools as to involvement of migrant parents ranging from informal activities to roles in the Parent Association and the Board of Management. The toolkit also contains a wealth of resources to be used in communication with migrant parents including translated documents. The resource was launched in September 2011.

Outcome:

The toolkit provides comprehensive information and advice for teachers with the intention of advancing communication and enhancing involvement of parents in schools. It offers a very strategic approach by addressing the different levels of parental involvement, shown below. The framework can assist schools in both applying effective approaches toward migrant parents, and act as a means of measuring parental involvement.

Follow-up

Immigrant Council initiated a new project following the success of the Pathways to Parental Leadership. The Migrant Ambassador project sets out a number of objectives:

- To develop a programme that will train and produce migrant ambassador leaders who can facilitate courageous conversations about diversity and interculturalism
- To create a network of ambassadors where the migrant voice is heard and participants' skills are shaped by experience
- To mediate migrant student conversations in culturally diverse schools on issues of diversity, equality, anti racism and anti-discrimination.
- To encourage current student success through sharing best practices (e.g. how to get through school).
- To encourage and exchange learning on the use of role models for migrant students.

The overall aim is to create a network for action that provides opportunity to share experiences and help young migrant youth succeed within their schools and communities.

Language support for non-English speakers

Context: performance of non-English speakers

Results suggest that both primary and post-primary students whose first language is not English tend to underperform academically in comparison to their host society peers and those immigrants whose first

language is English. The ramifications of lower levels of English can also be seen in non-language subjects such as Mathematics (Mc Ginnity et al, 2011). Therefore, support with language learning has a key role in improving overall academic performances of non-English speaking students.

Services

EAL (English as an Additional Language) refers to language support services provided by the DES within primary and secondary schools throughout Ireland. Provision of support and EAL services are based upon an initial assessment conducted by the school in question. The Department of Education has encouraged schools to use the Primary and Post-Primary Assessment Kits which were produced by Integrate Ireland and located on the National Council for Curriculum and Assessment website. This was made compulsory only for those institutions that apply for *extra* language support, beyond the normal two-year period allocated for English as Additional Language students (DES, Circular 0015/2009).

The Department of Education and Skills (DES) offers additional education resources to assist students (EAL) to become proficient in the language of instruction. These may take the form of additional teaching staff or financial support for the school. EAL is overseen by the National Council for Curriculum and Assessment (NCCA).

Significant reductions in EAL support were introduced with the National Budget of 2009. Since then the number of EAL teachers per school has been capped at 2, with alleviation measures for schools with significant EAL needs.

Currently, EAL provision is dictated by two years of support as standard. Beyond this period, schools must use the aforementioned Primary and Post-Primary Assessment Kits to assess EAL needs before applying for additional support. No standardised assessment is compulsory for the initial application. The EAL teacher is the responsibility of mainstream or subject-specific teacher, and is expected to provide EAL assistance as an additional educational resource within the classroom "or in timetabled EAL lessons for small groups in addition to the support they receive from the class teachers" (DES Circular 0015/2009). In this regard, provision of EAL in-school is generally via 'withdrawal' lessons, usually occurring when non-EAL students have scheduled Irish classes.

Budget 2011 announced the phased reduction of language support teachers by 500 posts over four years, with 125 posts to be targeted in September 2011.

National data on language support

Allocation of EAL positions in the last two years have been as follows:

Number of English (EAL) teachers in Irish schools, 2011			
Year	Primary	Post-primary	Total
2009/2010	1,180	365	1,545
2010/2011	1,110	278	1,388

Source: Dept. of Education, 2011

Non-English speaking pupils dominate the migrant population in schools. In 2007 there were 34,732 non-English speaking students in primary schools in Ireland who represented 76% of non-Irish pupils at primary level (ESRI 2007). At second level there were an estimated 12,600 non-English speaking students who made up 70 % of the newcomer population in secondary schools. In order to ensure effective educational support services for non-English speaking students, sound systems of assessing linguistic (and academic) proficiency are necessary. On a national level, Lyons and Little (2009) reported that most Irish post-primary schools interviewed by them used the Oxford Placement Test, despite reservations about its cost. Only 20% of the teachers surveyed utilised materials developed by Integrate Ireland and promoted by the Department of Education (A Resource Book for Language Support in Post-primary Schools).

Local data on language support

Similar trends can be outlined in Dublin. For instance, approximately 80% of migrant pupils in primary schools in the North Inner City are considered to be of non-English speaking background (Curry et al., 2011). This mirrors national trends mentioned above since 2004 non-English speaking countries dominate the migrant population.

Dublin-based schools interviewed for this report did not use the recommended toolkits (the one for primary school is entitled "Assessment in the Primary School Curriculum") but followed their established methodology. In order to assess academic and linguistic proficiency, one school eschewed formal placement tests in favour of a personal written account on a subject such as the prospective student's country. The identification of language needs therefore falls to the discretion of the teacher and does not employ standardised testing. Another school is in the process of including a 'numeracy' aspect in its entrance assessment, drawing upon the services of the maths teacher and ensuring a more holistic approach to needs identification.

As to language provision, the O'Connell School offers immersion classes which place an emphasis on English as the medium. They are facilitated by two Christian Brother priests who volunteer their time during school hours. Mount Carmel's EAL support is coordinated by the more commonly used 'withdrawal' system, where EAL classes are held during periods designated for the Irish language. To accommodate migrant students who have exemption from Irish, or those who hail from English speaking countries, a separate English resource class is held, resulting in a stronger needs-focused EAL class. For the senior cycle, those migrant students who no longer require EAL can use this allocated period to study an additional subject to sit in the Leaving Certificate exam.

Mount Carmel has also enlisted the voluntary support of members of the clergy as two Sisters of Charity administer language support services, with one more nun coming on board next year. Students with language needs may be withdrawn from a class for one-on-one assistance on the topic being covered. This has been seen to foster confidence in the students.

The required provision of EAL support is notably higher for older students in comparison with those who have entered via a feeder primary school. Mount Camel has twice the amount of EAL students in 6th year that it does in 1st year.

Commentary on language support

“Language is the greatest barrier.” This sentiment has been echoed by every interviewee. The Intercultural Education Strategy seeks to ensure that schools “support students to become proficient in the language of instruction”. Language support must be firmly based on an appropriate linguistic (and academic) assessment of the pupil in question. Such systems provide a needs assessment mechanism and act as a baseline for future progression. Inconsistent needs assessments may have implications for the provision of language support and special needs assistance. While, from a linguistic perspective, this challenge is more pressing at a post-primary level, it must also be taken into consideration within primary schools. Feedback suggests that entry assessment and needs identification procedures vary significantly between schools. Because of low levels of English, students are sometimes put into classes that are not commensurate with their academic ability, thus bestowing lower norms of achievement and levels of expectation upon them (Trinity Immigration Initiative 2010; McGrath & Weidhaase, 2009). IES component 4, (‘high aspirations and expectations’), seeks to counteract this, but provides limited guidance as to how schools can tackle this problem. The aforementioned numeracy test, as part of the initial assessment, potentially contributes to a more comprehensive assessment of students’ capabilities which is not limited to, and obscured by, their language skills. This works when the assessment is carried out in a culturally sensitive manner.

Standardisation is a key factor in ensuring that general and targeted services, such as language support, reflect real needs. Governmental level efforts appear to concentrate on standardising the English test through disseminating the toolkits. It has been argued that training should complement these tools. Since the closure of Integrate Ireland, there are no designated institutions for professional development training of English teachers (Lyons and Little, 2009; MIPEX, 2011). That said, the Professional Development Service for Teachers offered a programme in the area of English as an Additional Language through a team of nine advisors and three regional associates. This involved school-based support, after-school workshops, provision of tools and resources and assistance with administration of language support such as language assessment and application for support. While this work has to be acknowledged, it seems that they do not have the capacity to assist all the schools, and their work became more challenging following budget cuts.

Other skills and abilities are also crucial in the context of comprehensive assessment of language skills and cultural differences. Examples of standardised tests include the Drumcondra Primary Reading Test, the Drumcondra Primary Mathematics Test, the SIGMA- T (mathematics) and the MICRA- T (reading). Such tests may not have been devised with sensitivity to those with different language and cultural norms.

Regarding actual language support in schools, the recent Budget 2009 cuts to EAL support have been cited as a major challenge, particularly by those schools with high numbers of migrant students. Commentators have warned that further reductions announced in 2011 could have negative effects on all pupils. It was also emphasised that language support and its reallocation should be based on pupil’s needs (Children Rights Alliance, 2011). The Department of Education has indicated that they examine ways to deploy language supports in a more resource effective manner. Indeed, a recent DES ‘value for money’ review concluded that current systems of allocating EAL support were neither efficient nor

effective. This review cites the need to expand the remit of English language learning beyond language teachers solely (The Irish Times, 22 March, 2011). This study, which assessed EAL provision in 45 schools, suggested the provision of training for all staff to enact a more holistic approach. This resonates with the IES recommendation of mainstreaming EAL support to enable a whole-school approach to intercultural education. This would go a long way towards filling the vacuum left by the closure of Integrate Ireland.

Firstly, this review, in Dublin City at least, confirms the need for a more structured approach that includes teachers' training. Complementary measures have been put in place to provide requisite support for pupils with language support needs. Although many schools in Ireland have been successful in recruiting language-provision volunteers, the quality of this teaching support cannot be guaranteed in the absence of guidance and training.

Secondly, it remains to be seen whether reduced resources coupled with more personal support (training and guidance) could have a stronger impact. Alternative measures might be needed to differentiate between older students, who demonstrate the biggest need, and younger children. Feedback from schools interviewed fortifies a national research claim that "the older newcomer learners are when they first enter the education system, the more they must learn in order to catch up with their English speaking peers" (Lyons & Little 2009). It can be argued that the immersion classes put in place by O'Connell school appear to be a more resource efficient solution. It is perhaps also more effective for secondary students who need concentrated support due to their age. In addition, summer courses, while need organising, lead to considerable progress.

Regrettably, there is a dearth of monitoring systems to evaluate the progress of EAL students. This is primarily due to lack of resources. Teachers employ their own methods to establish when pupils are no longer in need of English language support, a decision which is affected by the two-year rule for availing of targeted support. However, there is no detailed monitoring of the performance of EAL students throughout their school years.

Good practice

Central Library: Tell me More – self-learning package

Dublin city Central Library's 'Open Learning Centre' has expanded the remit of *Tell Me More*, an internet-based language learning programme (see *case-study* for more information) to include disadvantaged schools most adversely affected by recent DES cuts to EAL support. This initiative is facilitated by a partnership with DISC (Dublin Inner-city Schools Computerisation), a project branch of DIT Community Links that focuses upon the incorporation of computer-based teaching methods within 39 disadvantaged schools in Dublin's inner-city. A recipient example includes *Mount Carmel Secondary School*.

Furthermore, *Mount Carmel* students can avail of additional language support. In lieu of transition year work experience, migrant students with significant linguistic needs can avail of two weeks *Tell Me More* comprehensive language training in Dublin Central Library.

FAI: Kicking Off with English Language Skills

In 2008 the FAI's Intercultural Football Programme commissioned Coláiste Mhuire, Marino Institute of Education, to develop a teaching resource to support the assisted learning of English through the medium of football. FAI Development Officers created practical and fun football activities that were directly linked to the learning resource. The "Kicking Off with English Language Skills" is an after-school programme that supports the learning of English for young people which also provides children the opportunity to engage in extracurricular physical activity. The programme consists of a 30 minute interactive session with activities targeting languages skills, and a 30 minute sport session (out/indoor) with football activities drawing on classroom learning.

Five schools across the country (including one in South West Dublin and one in Fingal) were selected to pilot the programme in 2009. Programmes were rolled out from September/October 2009 for an 8 week period. Two training days at Coláiste Mhuire, Marino Institute of Education, took place for teachers and FAI Development Officers/Coaches.

Following the pilots, teachers, coaches and students reported a positive view of the programme. In highlighting the positives, teachers underscored the enhanced motivation in children, the comprehensive teaching resource with lesson plans, and transferability of the learning pack to areas other than football.

Inter-cultural relations and extra-curricular activities

Context: Inter-cultural relations and social capital

This section touches upon the role of extra-curricular activities in building social links between ethnic groups which facilitate social cohesion. Social capital is essentially a combination of networks and cultural capital (Bourdieu 1985), the latter being "skills and dispositions that confer social advantage to individuals" (Fanning et al 2010, p. 4). While exploring social capital in detail is beyond the purpose of this study, the concept complements the understanding of the integration process of children in schools.

A recent study addressing social inclusion in Dublin's Liberties concluded that 'social capital' is crucial to integration, and that the social/support networks central to this are difficult to build and take considerable time to achieve (ibid). For immigrants, the importance of social networks to well-being (particularly between immigrants and the host society, as opposed to immigrant-owned networks) emerges as a significant finding. It was revealed that a higher levels of education amongst migrants than Irish did not transfer a cultural capital advantage to migrant parents, but was perceived to benefit their children who do well in schools and have good social skills. In other words, migrant children in Dublin City appear to have better potential for building cross-ethnic relationship than their parents – potential which may not necessarily be realized. This also suggests that tension may arise between parents and children who form different social networks characterised by partly conflicting norms and values (Weidhaase & McGrath, 2009).

Monitoring Integration in Dublin City 2010: A Service Providers' View

Another recent study in Dublin North Inner City primary schools explored inter-ethnic relations between pupils. It was found that reaching out to newly arrived children is relatively common and cross-cultural friendships do occasionally arise. Nevertheless Irish and newcomer children often socialise among themselves. More worryingly, the authors concluded that ethnic division and racism occur frequently in schools. They recommended the developing school and community based intervention strategies (Curry et al, 2011). An earlier research report on secondary school students talked about the difficulties and differences in inter-ethnic friendships: that is to say, that certain migrant youths described friendship with the Irish youth as difficult or even undesirable (Trinity Immigration Initiative, 2010). On balance, there are positive experiences noted and levels of social integration can vary significantly.

In 2010, the Teachers Union of Ireland commissioned a qualitative survey of 442 second and third level teachers in VEC, Community and Comprehensive Schools, Colleges of Further Education and Third level institutions. Up to 46% of post-primary school respondents reported that they were aware of racist incidents which had in the occurred in the past month. Almost two fifths of all respondents did not have a policy on anti-racism or for the promotion of inter-culturalism (Teachers Union of Ireland, 2010).

Services

There are many voluntary organisations offering extra-curricular activities for children and young people. The major groups include youth clubs, sport organisations, scouting/girls guides and educational organisations. All of these organisations, in varying degrees, have made attempts to promote diversity by: 1) including immigrant children in their activities, 2) tackling negative attitudes and racism and 3) fostering positive dialogue among participants from different ethnic backgrounds. The following is an attempt to review the most relevant projects in Dublin City.

Youth clubs and organisations are typically run by volunteers and supported by their national headquarters. In Dublin these would include Foróige, Catholic Youth Care, Youth Work Ireland, City of Dublin Youth Services Board (CDYSB); various uniformed groups such as Scouts, Guides, and Brigades; and specialist groups such as youth drama, film, Traveller and disability organisations. Funding organisations include the **City of Dublin Youth Service Board**, HSE and the Department of Children and Youth Affairs (DCYA). In 2006/2007, CDYSB funded 42 projects related to anti-racism training (CDYSB, 2008). The **National Youth Council of Ireland** is the representative body for national voluntary youth work organisations in Ireland. They provide trainings and develop resources for youth organisations, clubs and projects. One specific area of their work is interculturalism, and they offer targeted trainings to develop diversity, equality, and inclusive good practice. Their guide on intercultural youth work in Dublin City is aimed at assisting youth organisations to reach out to minorities. Through examples of good practices in Dublin such as: The Neighbourhood Youth Project, Swan Youth Centre, The Base, Foróige and Irish Girl Guides, this resource provides key steps which groups can use to develop positive intercultural youth work.

Show Racism the Red Card is an NGO aimed at challenging racism and promoting integration. They produce anti-racist educational resources which harness the profile and role model status of sports stars in Gaelic, Rugby and Soccer, to help spread their message. The organisation runs educational workshops with young people in schools, youth services, sports clubs and officials. The DVD Education pack and

interactive activities, which can be downloaded from the website, are used as learning resources in the workshops. SRTRC also organises an intercultural summer camp in the Gaeltacht area of Donegal to promote integration through intercultural learning and fun activities. Among the participants are young people supported by School Completion Projects from O' Connells School in Dublin 1, and St Dominic's Secondary school in Ballyfermot, Dublin 10.

Sport Against Racism Ireland, SARI, runs a number of sports projects that promote diversity, and address xenophobia and racism. The organisation places emphasis on creating intercultural dialogue and developing leadership skills through its activities, with a view to realising civic responsibility in a diverse society. SARI, among other things, organises an annual intercultural soccer tournament attracting 4,000 participants.

The main objective of the **Yellow Flag Programme**, led by the Irish Travellers Movement, was to provide practical assistance and support to schools in intercultural education initiatives. The programme involves students, staff, management, parents and wider community groups, and offers the following nine steps for the purpose of translating interculturalism into a working concept in the school:

- 1. Intercultural and Anti-Racism Training for Staff and Management*
- 2. Involvement of local Community groups – Immigrant, Traveller and other minority organisations*
- 3. Establishing a Diversity Committee - consisting of pupils, teachers, parents, other school staff and management*
- 4. Undertaking an Intercultural Review – look to identify intercultural and diversity issues in the school*
- 5. Developing an Action Plan – adopted after the review and containing concrete actions with a time-frame attached*
- 6. Monitoring and Evaluation – both self-evaluation and external evaluation*
- 7. Going Beyond the School Walls: Engaging with the Community – use local media to publicise the successes of the school*
- 8. The Diversity Code - compiled by students and sets out day-to-day expectations*

The programme was piloted in four schools including St. Dominick Secondary School in Ballyfermot, Dublin 10 and Castleheany school in Ongar, Dublin 15. The Yellow Flag Programme was intended to act as an awards scheme whereby, upon completing the series of steps, schools would be presented with their 'Yellow Flag' in recognition of their commitment to diversity. In 2010/11 a number of Dublin-based schools received the award such as Margaret Aylward College, Whitehall, Dublin 9; St. Joseph National School, Finglas, Dublin 11.

The GAA, the Ladies Football Association and the **Camogie Association** launched a joint inclusion strategy in 2009. This included a number of objectives which were followed by actions. The actions included the development of inclusion and integration modules for schools in Ireland, and Promoting 'have-a-go' days. These are open days where clubs invite children and parents from new and established communities to introduce them to Gaelic Games. The GAA also developed an introductory welcome pack and 'An Introduction to Gaelic Games' DVD, which was translated into 12 different languages.

In May 2011, the GAA launched the Peilabú & Camanabú games, which are a variation of the traditional Irish games of Gaelic Football & Hurling. They have been specifically developed to cater for recreational

players. While both games have many common features with the traditional games, the one significant difference is that they are played on a non-contact basis. The abú games can be played by both males and females and teams can be mixed. Teams may be restricted to a certain cohort e.g. a team may be composed of Irish players or players of an ethnic minority background (or preferably both), or it may consist of players aged over 40 only. The abú games are promoted through 'Have a Go' days and other community events.

Football Association of Ireland was the first organisation to appoint a person with a special responsibility for interculturalism. It developed an Intercultural Football Plan and Programme with a view to enhancing participation among people from migrant and minority ethnic background and challenging racism within the game. The Programme entailed a number of core programmes open days and after school programme. Several Dublin-based schools and clubs have participated throughout 2009, 2010 and 2011.

Data on extra-curricular activities

There is very limited data on migrant youth's participation in extra-curricular activities. Research suggested that mixing is limited after school hours (Curry et al, 2011). However, as it can be seen above, there is an increased attempt by youth service and sport organisations to reach out for migrant youth. This arguably produced some success in bringing in migrants into youth and sport clubs.

Commentary on inter-cultural relations and extra-curricular activities

From the literature review and interviews key findings emerged: in order to effectively address social exclusion, and to embrace social cohesion, targeted outreach measures are required. Schools and youth organisations have the opportunity to engage with Irish and newcomer students in a holistic manner. However, certain barriers to newcomer student involvement have been proffered.

The foremost factor is the lack of confidence due to a lack of knowledge of the organisations, or of youth work in general. This is exacerbated by low levels of English. Parents may fear the erosion of their cultural identity as their children begin to relate to Irish cultural norms, which could embody behaviour not traditionally perceived as acceptable. (National Youth Council 2009) Such trepidation could also be experienced by the students themselves.

The problem of limited leisure activities also emerged especially in rural areas and for girls (Trinity Immigration Initiative, 2009). The lack of choice is perceived as less of a problem in Dublin. It was also noted that organisations such as Girls Guides proved relatively successful in attracting girls with an immigrant background; however, mixed gender activities seem to be a stumbling block for some groups of parents.

Equally, organisations may not be familiar with new communities and how to identify those who most need support. This is typified by a quote from the youth worker at the NYP2 "just by being new to Ireland they have issues, there's issues of racism, of separation from family etc... and it is really hard to tell who is at risk, especially amongst foreign nationals and there would be a number who would be very isolated, have no friends. (...) We only got to know them and got to know their issues after we invited

them in" (National Youth Council: *Exploring Intercultural Youth Work in Dublin City*, 2011, p. 14). By raising awareness of the impetus of youth groups, and outlining activities undertaken, outreach may improve migrant involvement and create confidence

As exemplified by the youth worker in NYP2, as a result of outreach, organisations enhance their knowledge of immigrant groups. This can subsequently lead to more successful inclusion strategies. The National Youth Council identified a number of key elements to successful intercultural practices in youth work –which could be considered by other organisations who work outside the youth sector. Identified steps involved planning a strategy, assigning clear responsibility for intercultural issues, positive attitude, adjusting activities based on need assessment and consultation with minority young people, involvement in community-based groups and inter-agency initiatives and ensuring systems of monitoring and evaluation. Those organisations who undertake this proactive approach can claim successes (National Youth Council, 2011). The City of Dublin, in its overview of youth services in Dublin, emphasised the importance of strategic planning with regard to minority ethnic groups to avoid creating divisions in the youth population .(City Dublin Youth Service Board, 2008).

Targeted social cohesion measures can be linked to progress in education. It has been found that “poor interaction with peers can lead to school disengagement or lack of attachment to school life” (Byrne & Smyth, 2010b, p.175). So too can it lay the foundation for long term social capital development and foster a sense of belonging. Research involving 160 secondary pupils identified a number of barriers to social capital: perceived differences in cultural background, language spoken and accent, racism and differences in attitude towards education, authority, religion and alcohol (Trinity Immigration Initiative, 2009). Increased interaction outside school may serve to dispel misconceptions and facilitate integration, particularly if this interaction is delivered in dialogue with schools. Active outreach and collaboration with community groups emerged as the key ingredients to ensuring engagement with hard-to-reach groups. These measures assist in building social bridges between members of the host society and immigrant communities. While a coherent strategy providing for community interventions in this area is also seen as useful, this has not been spelled out in detail: many actions are currently delivered as separate projects. Nor has it been an in-depth evaluation of the benefits of those projects and initiatives.

Good practices

Neighbourhood Youth Project

O'Connell school has established partnerships with a number of youth organisations and community groups in the catchment area, most notably with the Neighbourhood Youth Project (NYP) 2. The Neighbourhood Youth Project 2 is a HSE funded families and children service. The NYP2 works with young people at risk in the North inner city area of Dublin, (occasionally extending out to Blanchardstown), including young people in local secondary schools. It provides an after school space where social, educational and recreational activities are held for all project members. It also runs a drop-in service open to young people between the ages of 12-18. In recent years the project has worked with an increased number of non-Irish young people.

Partnership:

O'Connell School works closely with NYP2 in the identification and aiding of young people at risk. The collaboration deliberately identifies non-Irish nationals in schools as well as Irish youths. There is almost a 50/50 ratio of Irish to non-Irish participants in NYP2.

NYP2 hosts a broad 'drop-in' group and two youth priority groups; one for migrants, and one for the Irish. In these priority groups, the specific needs of the participants are identified and addressed. There are up to 35 young people availing of the priority groups, with approximately 90 others using the drop-in service in any specific period. A system of monitoring the progression of the youth involved is also in place, to ensure NYP2's measures are achieving the desired results

As NYP has had volunteers from different countries and cultures over the years, they are accustomed to an intercultural approach. This has been helpful in working with migrant youth. In addition, skills they had previously developed in managing groups with different behavioural norms have been very useful. Added to that, NYP2 work very closely with families, recognising the core influence and importance they play in each young person's life.

Outcome:

Tutoring and homework classes provide support to those struggling academically and may be seen to prevent early school leaving. A wide range of extra-curricular activities facilitates greater social cohesion.

The collaboration between O'Connell School and NYP2 has been instrumental in addressing the needs of both Irish and non-Irish national students over the past 9 years. There are notably high participation rates and the initiative has produced considerable success.

Partnership and engagement: IES component 7

Show Racism The Red Card: Anti-Racism Creative Competition

Show Racism the Red Card (SRTRC) held the second Anti-Racism Creative Competition in 2011. The criteria for judging entries involved quality of the work, impact of the work in the school/ service and impact in the wider community. The Creative Competition was found to be helpful in showcasing good practice. It also provided recognition to schools and youth services responding to the challenge of racism and managing diversity both in and out of school. The Anti-Racism Creative Competition involved 83 schools and youth services, and 500 people from 20 schools and centres were present for the prize winning ceremony on April 12, 2011.

Outcome:

The competition in 2011 involved an increased number of schools and youth services. Those involved found it a 'useful way to address a difficult issue' and an 'excellent way to challenge attitudes' (SRTRC, 2011). Most of the respondents to the evaluation agreed that the programme was beneficial for understanding racism. Crucially, participation in the competition led to the discussion of racism in schools or youth clubs. Participants also expressed their intention to make further use of the entries by displaying them, and using the ideas that developed in lessons and

activities. The overall majority said that they would recommend the competition to others and were planning to partake in the competition next year. Half of the 31 respondents to the evaluation questionnaire were based in Dublin City (SRTRC, 2011).

The following 19 Dublin-based schools were involved in the competition representing almost one quarter of all participants (23%):

O Connell's BNS Dublin 1
St Pauls BNS Brunswick St D7
Stanhope Street GNS D7
Mount Carmel Secondary School for girls, Dublin 1
St Raphael's GNS, Ballyfermot, D10
St Dominic's Secondary School for girls, D10
St Joseph's GNS, Finglas, D10
St Brigid's BNS, Killester, D5
St Declan's College, Cabra, D7
Terenure College, D6
Bradog Youth Service, D1
Neighbourhood Youth Project, D1
Muslim National School, D16
Swan Youth Service, D1
Trinity Comprehensive, D11
Separated Children's Services for asylum seekers, D1
Scoil Colm, Crumlin, Dublin

Poem on diversity: Yellow Flag Programme in action in Ballyfermot

St. Dominic's is a single sex school for girls based in Ballyfermot in Dublin 10. In September 2006, St Dominic's celebrated its fiftieth anniversary and by 2009, it had 42 teachers and 420 students. 4% of the students were from a migrant background, and 3.3% were from the Traveller community. Their mission statement explains that they aspire to develop a caring school community, to recognise and accept differences, and to appreciate every individual's contribution. They also encourage educational partnerships with parents and the local community. This school participated in the YFP to: 'achieve wider awareness of the importance of different cultures, better integration and acknowledgement, of the 'good' in diversity'. The school's catchment area is characterised by its large number of young people and a high level of social disadvantage (Yellow Flag Research, 2009).

The following is an extract is from St. Dominic's Diversity Code: "our school is an inclusive school, which means that we include everyone in our school and celebrate our differences, from religion, to different countries, to different family backgrounds." The school won the poetry prize among secondary schools. Furthermore, their Action Plan listed such initiatives as intercultural mentors/buddies, ecumenical prayers, display of flags and a map, description of Irish festivals in different languages, and participation in community events promoting social inclusion (Ibid.).

SARI: COUNT US IN

COUNT US IN is a children and youth integration project delivered by SARI and funded by Dublin City Council through the Cultural Integration Fund. It was successfully completed along with the anniversary of the CDVEC, Sports and Cultural Council over the period 2010/2011.

The education module, a series of exercises specifically tailored for each age group, was framed with home school liaison officers and teachers. It uses positive imagery, such as the SARI Sporting Heads DVD, to animate student dialogue on integration through sport. Students were introduced to terms such as Racism, Integration, Fair Play, and Respectful Team Work. Lively discussion followed the presentations.

Outcome:

To date, over 400 students have attended films and participated in Question and Answer sessions after the screenings. In the follow-up exercises, the students were invited to enter an open competition with prizes. The final semester was completed in May 22, 2011.

GAA/LADIES FOOTBALL/CAMOGIE

On Saturday August 8th 2009, Trinity College GAA Club, in conjunction with Clan na nGael GAA Club, hosted the successful pilot initiative – '**Have a Go' day**. As part of day, the Club offered free introductory GAA sessions to participants from all over the world. This resulted in a turnout of close to 200 people. A huge array of nationalities took part in the day's events including people from Algeria, Brazil, China, France, Italy, Poland, and Pakistan. There was also a cultural exchange with a group from Brazil performing Capoeira.

2009 & 2010 saw representation on two **GAA** committees by NGO's working with ethnic minorities. New Communities Partnership, Sport Against Racism Ireland, Cairde, Pavee Point and The Integration Centre were represented.

The inaugural **GAA/SARI Gaelic Games Intercultural Youth Tournament** was held at the Garda and Camogie Grounds in the Phoenix Park on Wednesday 4th May 2011. Over 130 boys and girls from Second Level schools in the greater Dublin area participated, including students from:

St Mark's CS, Tallaght
Luttrelstown Community College
Colaiste Pobail Setanta, Clonee
St Kevin's CC, Clondalkin
Hartstown CS Blanchardstown
St. Vincent's CBS Glasnevin

CAMOGIE

Three Dublin Camogie Clubs recently hosted hugely successful Intercultural Days as part of a Camogie Association initiative, which follows on from the Inaugural Social Inclusion day at the 2010 All Ireland Finals where over 300 families from various ethnic backgrounds attended the Camogie Finals in Croke Park.

Lucan Sarsfields, Good Counsel and Kevin's Hurling and Camogie Club all hosted Intercultural 'Come and Try It Days' which invited girls in each respective community for Camogie 'taster' sessions, coaching clinics, games and top coaching tips. Aside from the Camogie action, there were also many family events on the day with face-painting, music and a variety of fabulous ethnic foods on offer.

FAI My Club After School Programme

The Intercultural Football Programme of the Football Association of Ireland (FAI) developed and delivers a nationwide after-school club link programme with a focus on fun football. The Programme is broken down into two phases. Phase 1 sees the delivery of a 6 week after-school programme in primary schools with more than 20% of the student population originating from diverse ethnic, cultural, or religious minority backgrounds. In phase 2, after the 6 weeks after-school programme ends, children and volunteers are invited to a Club Open Day or Session at a local club. The programme received funding support from the Office of the Minister for Integration and all programmes are offered free of charge. In 2011 the programme ran nationwide including a number of Dublin locations such as:

Oblate School and Our Lady of Lourde schools, Inchicore
Warrenmount school and Cambridge Boys FC, Ringsend
St. Ultans, Ballyfermot
St John Bosco Sport Hall, Drimnagh

The programme continues in 2012. In addition, in recognition their under-representation, The FAI Sister Soccer Programme targeted girls for the purpose of enhancing their participation in soccer activities. It can be suggested that this positively affect participation of girls with an immigrant background, too.

Mpower – link between immigration status (residency) and social integration

MRCI recently launched a movie as part of the Mpower project. As a result of a participative and creative youth work process, a group of 12 young people were facilitated to come together share their stories and document their experiences of having made Ireland their home through film. All participants were born in countries outside of the European Union all had grown up here and made Ireland their home. The film explores contemporary themes such as identity, problems in accessing citizenship and residency, experiences of racism, difficulties accessing third level education and hopes, dreams and aspirations for their future in Ireland.

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Adult Education

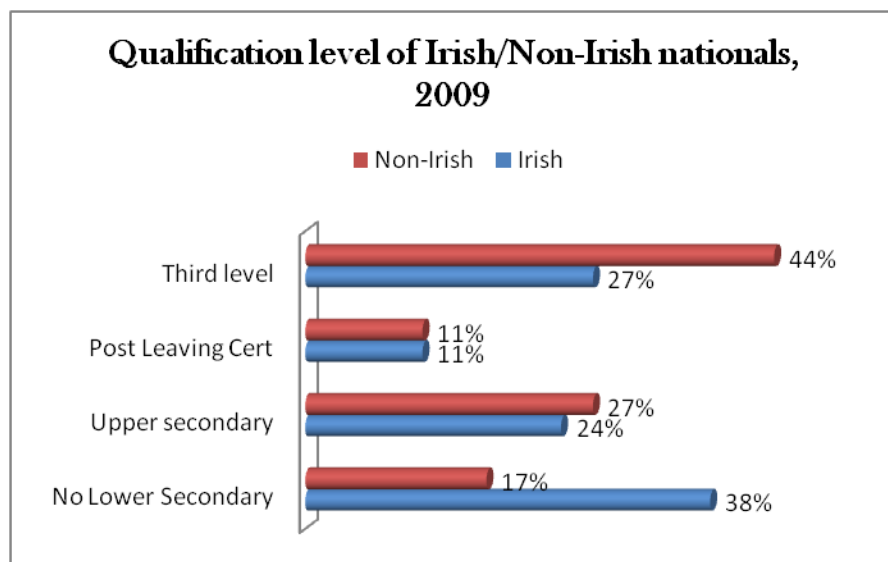
Introduction

The following chapter examines the experience of adult migrants in education, and is primarily Dublin-based. In the first section, access to further and higher education is looked at. A separate focus is given to those migrating to Dublin to study and those who are resident here. With regard to the second group, the question of fees and financial support is analysed, focusing on both information provision and entitlement to support. The second chapter is an overview of two main aspects of migrant participation in the adult education system: orientation programmes attached to general programmes and language provision. While language provision is done through stand-alone courses, its role in progressing through the education system will be looked at. It is important to note that the question of qualification recognition is discussed in the employment section.

The following organisations were interviewed and consulted for this section: National Adult Refugee Programme, County Dublin VEC; Ballsbridge College of Further Education; International Student Office, DCU; Central Library, ILAC Centre, Dublin. The Dublin City Council, International Relations and Research Unit, provided valuable information also.

Context: qualification level of adult migrants

It is of note that the Annual Integration Monitor 2010 found that a large proportion of immigrants have third level qualifications; however, many of those were gained outside Ireland.

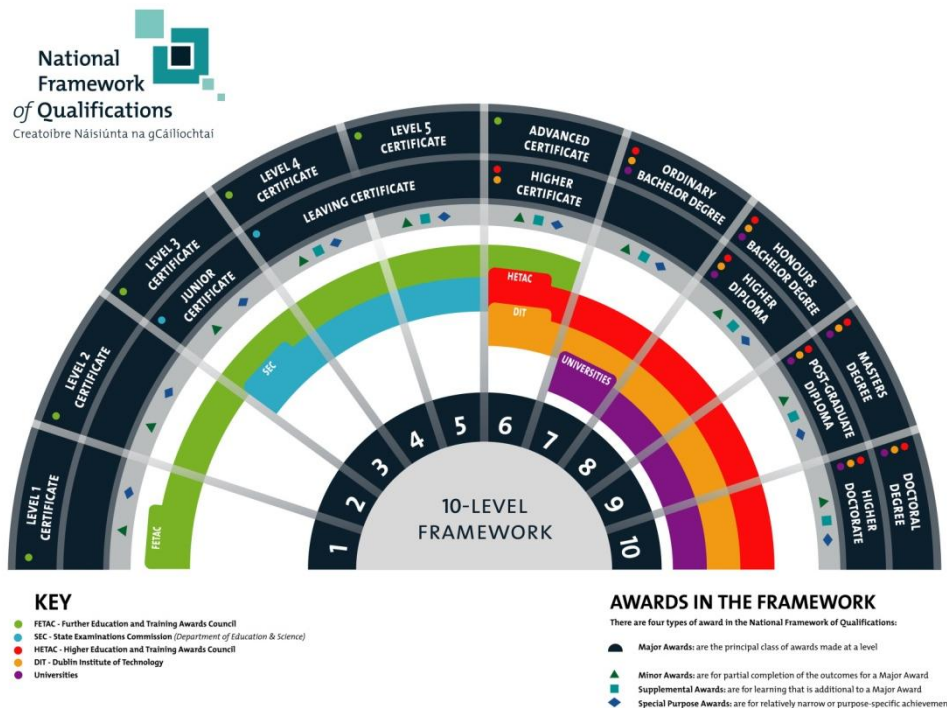


Source: *Integration Monitor, 2010, based on QHNS figures*

Further Education refers to that beyond compulsory education. The Further Education and Training Awards Council (FETAC) is the major further education awarding body and covers levels 1 – 6 (Certificate - Advanced / Higher Certificate) of the National Framework of Qualifications (NFQ). There are over 850

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registered FETAC providers. The Vocational Education Committee is the largest provider of FETAC courses in Ireland. County Dublin VEC had 107 registered education centres. City of Dublin VEC has 22 colleges. Examples of FETAC courses include National Vocational Certificate (including levels 3 – 5), Certificate in Hotel Operations (5) and the Advanced Certificate in Agriculture (6).



Higher Education is traditionally received within universities, institutes of technology (IoT) and any other educational institutions which fall under the remit of the Higher Education Authority (HEA). Higher education begins at level 6 on the NFQ (see graphic above) in the shape of Higher Certificates, awarded primarily by IoTs. University education begins at level 7, Ordinary Bachelor degree. Both institutions extend through to level 10, Doctoral Degree.

Ireland has fifteen IoTs, four of which are based in Dublin (Tallaght, Blanchardstown, Dun Laoghaire and DIT). There are 7 Universities in Ireland, and three of these are based in Dublin (DCU, UCD, and Trinity College). Universities are the major Higher Education course providers.

Access to Further and Higher Education

Third Level Fee regulations

Free Fees

The free fees initiative is a state-funded educational assistance programme in which third level tuition fees are covered by government funds. It focuses on first-time third level entrants applying for full-time

undergraduate courses in a select number of HEI's including Universities; Institutes of technology; publicly funded colleges of education; National College of Ireland; and a number of religious education institutions. Criteria include:

The Nationality Test;	national of an EU member state and their family members refugee status / programme refugee protection seekers granted leave to remain status ²⁴
The Residency Test;	'ordinarily resident' in an EU member state for 3 of the last 5 years (this includes time taken to acquire citizenship/refugee status)
The Previous Studies Test;	First-time undergraduate course entrants

EU Fees and Non-EU Fees

The HEI in question is empowered to decide which students are eligible for EU/EEA fees and which must pay non-EU/EEA fees. Non-EU fees tend to be, on average, upwards of double EU fees (see example below). While most HEIs apply similar criteria for issuing EU fee-status, the decision ultimately rests at the discretion of the institution in question. The relevant Fees Offices tend to spearhead this process.

An EU/EEA/Swiss passport, EU/EEA/Swiss citizenship or refugee status does not grant automatic entitlement to EU fees (evidenced in UCD fee regulations for example). In the majority of third level institutions Non-EEA nationals are required to pay non-EU fees unless they (or their parents if under 23) have accumulated "reckonable" or "permanent" residency in an EU state for three of last five years (i.e. paid taxes)²⁵. While the "time taken to acquire citizenship/refugee status" counts towards reckonable/permanent residency for the purposes of 'free fees' crucially, time spent as a full-time student or an asylum seeker is usually not held in the same regard when seeking EU fee status. If an applicant is not entitled to 'free fees' for whatever reason he/she falls under the assessment criteria of the university in question. Furthermore students cannot change their fee status throughout the duration of the course in question. Persons whose primary and post-primary education was received in the EU can normally qualify for EU fees.

Example of fees disparity:

<i>UCD 2010/2011</i>	<i>Free Fees</i>	<i>EU Fees</i>	<i>Non-EU fees</i>
Undergraduate Degree: Architecture (DN001)	€1,654 per year	€7,474 per year	€20,000 per year

<i>TCD 2010/2011</i>	<i>Free Fees</i>	<i>EU Fees (2009/10)</i>	<i>Non-EU fees</i>
Undergraduate Degree:	€1,585 per year	€8,456 per year	€31,085 per year

²⁴ This category includes both those who were granted humanitarian leave to remain prior to the Immigration Act 1999 and those who received status since the enactment of the Act. This second group receives a letter stating that the Minister decided not to make a deportation order under Section 3 of the Immigration Act 1999.

²⁵ Where an applicant is under 23, his or her parents must be verifiably tax resident for the minimum period – and the applicant must also be able to provide proof of residence – this is normally by way of attendance at schools/colleges. The Department of Education and Skills accepts that the place of education is the place of residence of such applicants (UCD Administrative Services – Fee & Grants 2011)

Medicine (TR 051 455)			
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<i>DCU 2012/2012</i>	<i>Free Fees</i>	<i>EU Fees</i>	<i>Non-EU fees</i>
Undergraduate Degree: Journalism (DC132)	€2,038 per year	€6,674 per year	€12,100 per year

Enrolment

Services

For those pursuing Further Education, applications must be made directly to the institute in question. Applicants must be of Leaving Cert standard and interviews are sometimes required. The standard procedure in applying for a place in a college or university revolves around the Central Admissions Office (CAO). The CAO is responsible for allocating students to most fulltime higher education institution (HEI) undergraduate courses. Admission is hinged upon results obtained in the Leaving Certificate, or equivalent examination for EU students. The CAO annually publishes a list of score prerequisites for individual courses. Additional standards for some universities also apply. For example National Universities (UCD, NUIG) and Trinity College require 6 subjects to have been studied including English, Irish and a third language. IoTs do not adhere to this requirement.

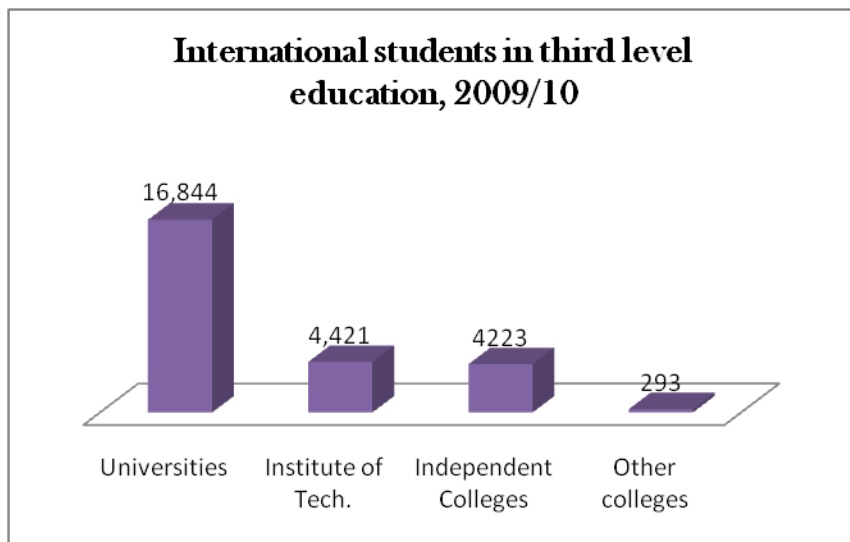
Non-CAO applicants, including postgraduates and non-EU residents, must apply directly to the HEI in question. Prospective students, resident in Ireland but without EU-status, must follow this line of application also. Accreditation proving language proficiency is also required for those who have not sat the Leaving Certificate exams.

National data on entry to third level education

There are two types of datasets on migrant students in third level education. The Higher Education Authority (HEA) surveys publicly funded third level institutions for collecting data on the permanent residency of students (domicile). Migrant students in third level are often called international students indicating a focus on migrating students whose permanent residency is outside Ireland. Enterprise Ireland also surveys 50 third level institutions to collect statistics on migrant (international) students. Their survey includes private institutions recognised by the Higher Education Authority and captures all exchange and fellowship students, those studying on summer programmes, and those who use distance education. As a result, the Enterprise Survey records a bigger number of migrant students at third level. It is also likely that the Enterprise Ireland survey includes some non-Irish nationals resident in Ireland, but the number is not clearly defined due to confusion between domicile (residency) and nationality.²⁶

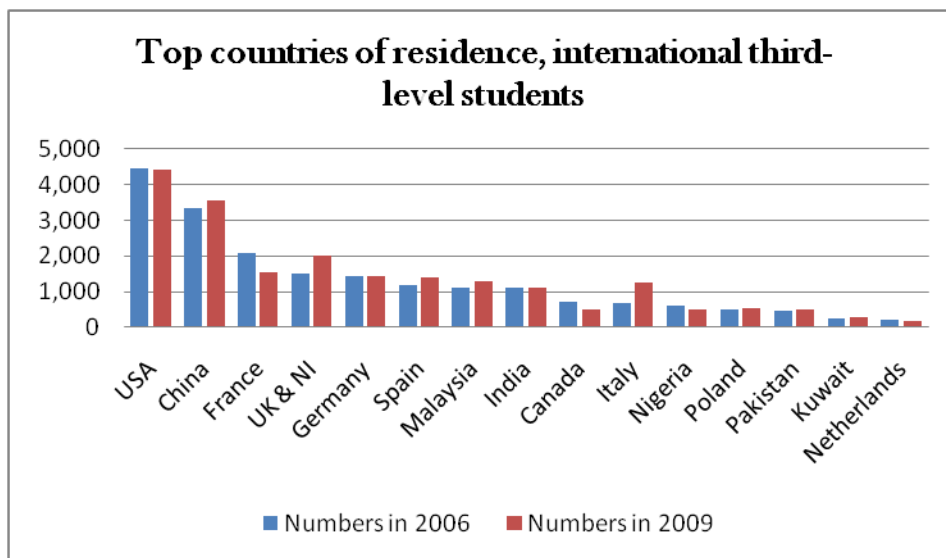
According to the Enterprise Ireland survey, for the academic year 2009/10, there were 28,893 international students from 159 countries registered with Higher Educational Institutions (Enterprise Ireland 2010). This showed an increase in numbers from previous surveys. Most of these study Humanities, Business, Medicine and related subjects. 66% of them were studying at universities where they constituted 10 % of the student population (Ibid).

²⁶ While data on the number of non-Irish students residing in Ireland would be very valuable, the Enterprise Ireland survey does not provide this.



Source: Enterprise Ireland, 2010

Country of origin for third level students enrolled



Source: Enterprise Ireland, 2010

The United States and China have the highest number of international students in higher education institutions but the EU countries together make up a higher share of students, with France, the United Kingdom, Northern Ireland and Germany as the most represented countries of origin (Education Ireland 2010). In total 38% of international students within higher education in Ireland were from European countries and 64% of them were non-EU students (Enterprise Ireland 2010). The Getting On study, which examined the experience of Chinese, Indian, Lithuanian and Nigerian migrants in Ireland (approximately half of those living in Dublin), found that the majority of Chinese were studying full-time during the research period. Only 9% of Indians and 11% of Lithuanians attended school (Immigrant

Council of Ireland, 2008). The Lithuanians were primarily studying English part-time. 30% of Nigerians were in third level education, and not all were full-time students. The status of non-EU groups is not mentioned in the research. However, based on national statistics, the Chinese tend to hold student visas, and the Nigerians hold a combination of student visas and Stamp 4 residence permits. The fact that Indians were in full-time education suggests that they held student visas.

Local policy on international students

Ireland's International Education Strategy 2010-2015 *Investing in Global Relationships*²⁷ (September 2010) seeks to develop a concrete action plan for Ireland to become a chosen destination for talented international students by providing a high standard of third level education. The hope is that by 2015 the number of full-time international students will increase by 50% (8,500 people). The *Dublin City Development Plan 2011 – 2017*²⁸ aims to promote Dublin as an International Education Centre and Student City. Discussion about extending the strategy regionally indicates commitment in this area. The Peer Review of EUROCITIES set out further recommendations to promote Dublin as an International Education and Student City. This would involve the development of a local action plan and an implementation group. (EUROCITIES Peer Review, 2011)

Local data on entry

Data on third level institutes in Dublin

International students in various types of third level institutes, 2010/11

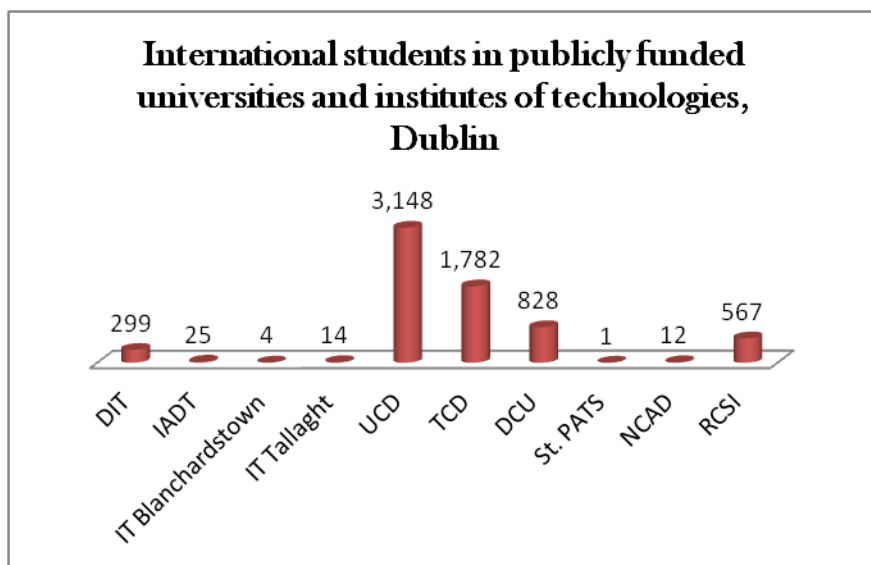
	Nationwide	Dublin-based institutes
Total	24,339	14,361
Share	100%	59%

Source: Enterprise Ireland, 2011

The Enterprise Ireland survey demonstrates that 3 out of 5 international students studied in Dublin in the 2010/11 semester representing an impressive 14,361 number of individuals. The survey carried out by Higher Education Authority, concentrating on publicly funded institutions and excluding exchange and summer students, reveals that UCD, Trinity College, DCU and Royal College of Surgeons of Ireland are the main host institutions for international (migrating) students.

²⁷ www.educationireland.ie/index.php?option=com_rokdownloads&view=file&task=download&id=37%3A%20Aglobal-report-sept-2010&Itemid=100355.

²⁸ www.dublincitydevelopmentplan.ie/.



Local data on entry to further education

Non-Irish nationals in further education institutions, Dublin City, 2010	
Share of non-Irish nationals	15%
Main non-EU groups	Nigeria, Congo, Iraq, Somalia, Ukraine
Main EU groups	UK, Lithuania, Poland, Romania

Source: Dublin City Post-Primary Database

In 2010 the number of non-Irish students in the publicly funded further education institutions of Dublin City was arguably similar to their share in the City's population, although there is no exact data on the nationality composition of Dublin City since 2006. The biggest nationality groups recorded were from Nigeria, Lithuania, Poland, UK and Latvia.

Commentary on access to third level and further education

Defining "international student"

Clear definitions of what constitutes an 'international student', (i.e. the role of *status*), and concomitant fees, are necessary to clarify the further/higher education application process. The normative notion of an 'international student' is: one who has travelled into Ireland for the specific purpose of study (i.e. UCD). He/she will generally be subject to EU or non-EU fees, as outlined above.

Students with a migrant background *already resident* in Ireland, however, fall outside the boundaries of this definition, and may still be subject to non-EU fees. This is dependent on the student's immigration status. The International Office, which was set up to assist migrating international

students, may not necessarily have the expertise in matters concerning non-EU nationals living in Ireland.

NGO's argue that, at both national and local level, there is less attention given to immigrant students already resident in Ireland as a result of their smaller number in comparison to migrating international students. Non-EU nationals face many obstacles and challenges in accessing third level education. It appears that third level institutions are not given sufficient guidance as to how to distinguish between non-EU nationals who migrate to study, and those who reside in Ireland. "Providing readily-available and relevant information on the requirements for entry to third-level colleges is a challenge for third-level educators (*Education in Employment, 2008, p. 105*)".

The greatest challenge in accessing further education and third level is rooted in **information provision**. A lack of status-relevant information has been highlighted by numerous reports to be one of the primary barriers to accessing higher education (Keogh & Whyte 2003, Integrating Ireland 2005, Education in Employment 2008). This also applies to information such as the implications of legal status on entitlements, related fee levels and grant and social welfare entitlements (ICI 2008, Pobal 2006). The Higher Education Authority states on its website that people with leave to remain status²⁹ are entitled to free fees. But the colleges are often unaware of the entitlements of this specific group and they may refuse these students the free fees scheme.

The issue is underlined by commentators such as Coakley, who claims that a major factor affecting access to free education is the lack of knowledge about how agencies administer grants and the fee schemes (Coakley, 2009). This is complicated by the inadequate communication between the Department of Education and the Department of Justice This may be exacerbated by the fact that many HEIs apply the term 'international students' in a haphazard fashion.

Pobal's publication, 'Barriers to Access to Further and Higher Education for Non-EU Nationals Resident in Ireland' (2006), further emphasises the need for effective status-relevant information to clarify migrant student educational entitlements, and to facilitate access. A 'cultural capital' study based in Dublin's Liberties (Fanning et al 2010), highlighted both the high educational aspirations migrant parents held for their children and the educational motivations of the children themselves. Entering third-level can be fraught with impediments due to misinformation about status and financial barriers. Career guidance counsellors in secondary schools shared this view with regard to non-EU students (Smyth et al 2009).

Policy issue: maintenance grants

Policy regarding regulation of financial support may negatively affect particular groups of non-EEA nationals. Unlike other non-EU nationals on residency permits, those who received Leave To Remain on the basis of being a parent of Irish citizen children may not qualify for maintenance grants.

²⁹ Since 1999 Humanitarian Leave to Remain status was replaced by the term 'permission to remain in Ireland following a decision by the Minister for Justice not to make a deportation order based on Section 3 of the Immigration Act 1999'. Until recently it was not clear if the new title affords the same entitlement to third level education as the old 'Humanitarian Leave To Remain. The new guidelines make it clear that that they are entitled to free fees and student grants.

Monitoring Integration in Dublin City 2010: A Service Providers' View

Chiriseri interviewed a number of non-EEA national parents of Irish citizen children on their access to third level education and securing financial support for their study. She found that “besides the Local Authority third level study grant, financial institution loans, or some limited assistance from colleges, respondents did not know that there are other private and government sponsored support systems that they could benefit from, such as the subject based loans and trust funds” (Chiriseri, 2009; p.6). Another debilitating factor may be the requirement of non-EU students to pay fee for the entire year before their course begins. ‘Free fees’ and “EU-fees” students generally have more favourable payment plans, paying 50% at the course outset, and 50% mid-year.

The EUROCITIES peer review report states that lack of financial support may prevent non-EU children, many of whom are well-performing students, from accessing third level education. (EUROCITIES Peer Review, 2011) In addition to that, the report, ‘*A Study of Progression in Irish Higher Education*’, (HEA 2010) shows that the ‘non-presence rate’ for non-Irish nationals in universities was higher than that of their Irish counterparts, opining that cost may be a factor.

Initiatives to improve educational access in Dublin tend to target those under-represented in third level due to socio-economic disadvantage (DIT ‘Access Service’ and UCD’s ‘New Era’ scheme; the Higher Education Access Route ([HEAR](#)). Although such initiatives are likely to mitigate challenges facing migrant students, drawing a direct link to their involvement is problematic in the absence of detailed outcome data.

Good practice

Trinity College: full-time education is reckonable residency

Trinity College accepts that time spent as a full-time student counts towards residency for the purpose of fees with reference to students aged 23 or over.

UCD & Bank of Ireland: New Irish Communities scholarship

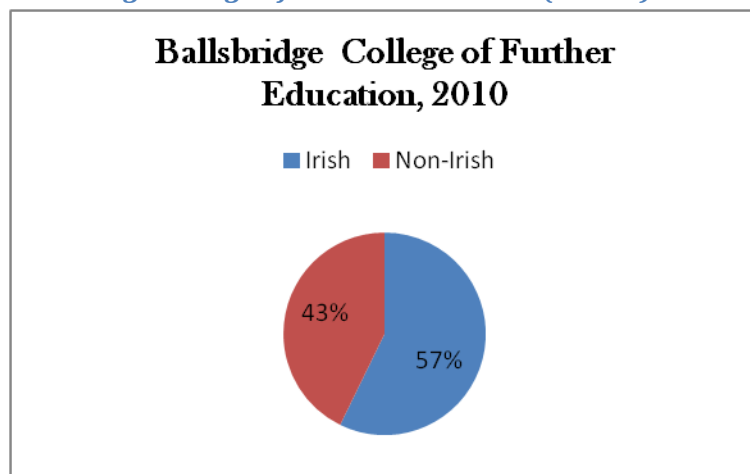
A Bank of Ireland funded scholarship in UCD, which focused upon “new Irish communities”, sought to improve non-EU nationals’ access to higher education. The scheme ran for academic year 2007/08 through to 2010/11 before funding dried up. Applicants had to be living in Ireland for three years (in no defined capacity) AND had to be legally entitled to remain based on Irish naturalisation, refugee status, humanitarian leave, or leave to remain, or to be Irish work permit holders for the previous three years. Student visa holders were not eligible. Successful applicants received an annual unconditioned bursary of €5,000 for the duration of their accepted degree course. Four students availed of the scholarship each year; three were funded by the Bank of Ireland while one received UCD funding. 16 students from a variety of different backgrounds³⁰ engaged in 13 undergraduate and 3 post-graduate courses under this scheme

Status relevant information provision

DCU offer a self-assessment facility on their website to help prospective students to determine their fee-status

³⁰ China, Pakistan, Bangladesh, Philippines, Russia, Zimbabwe, South Africa, Burundi and Nigeria

Ballsbridge College of Further Education (CDVEC)



Ballsbridge VEC welcomes applications from international students. Recognising the changing demographics in the Dublin City area, the Ballsbridge VEC information sheet can be seen to mitigate access issues for international students by outlining the categories of international student and relevant entitlements, deadlines and fees. More than two out of five students in Ballsbridge VEC may be classed as 'international'. Of these, the top 5 were from Iraq, Georgia, Lithuania, Poland and the Ukraine

A great deal of status relevant information is on offer. A status breakdown sheet outlines entry requirements and related fees for categories of 'international students in an unequivocal manner. It addresses;

- International students - EU nationals
- International students resident in Ireland
- International students from non-EU countries not currently resident in Ireland
- International students from non-EU countries currently resident in Ireland
- Additional information for Students from non-EU countries with special leave to live in Ireland including
 - Refugee Status – (ARP participants)
 - Asylum seekers with the right to work
 - Spouses of Irish/EU citizens

Additional support is on hand in the college, encouraging students to speak with administrative staff for information and assistance. There are FETAC accredited level 5 courses on offer, which are tailored to the linguistic needs of international students, such as;

- English (EFL) and Business Communications
- English (EFL) and Media Studies

The prospectus (also available online) outlines **Entry Requirements** for the course in question such as *language proficiency* and *residence requirements*. Access to additional educational opportunities is facilitated through Higher **Education Links**. Examples of Full-time and Part-time courses and Overseas Links are highlighted.

Outcome: There is a definite, informed educational pathway made available for all proficiency levels. Information provided is unambiguous and status-relevant. This provides support and links to further opportunities.

Examples of Progression to Higher Education

Full-time Courses:

Graduates may use their qualifications to apply for a place in a variety of Higher Education Institutions. For information on all relevant higher education links visit www.fetac.ie, www.cao.ie and the websites of the relevant higher education institutions. Intending applicants are advised at all times to confirm linked awards, any additional module requirements, applications processes and scoring systems with the Admission Offices of the participating Higher Education Institutions or visit www.cao.ie

Part-time Courses:

Graduates may progress into Year 1 of the IPA's part time, NUI accredited Diploma in Business Studies or Bachelor of Business Studies (Hons) and can also avail of additional subject exemptions. Visit www.ipa.ie or contact the Institute of Public Administration directly for further details.

Overseas Links:

Students with a Merit/Distinction profile in their final results may gain entry into Year 2 of Honours Degree in Business Studies in Swansea Metropolitan University, Wales (www.sm.u.ac.uk/sbs)

Progression in Further and Higher Education

“Basic knowledge of the host society’s language, history, and institutions is indispensable to integration; enabling immigrants to acquire this basic knowledge is essential to successful integration” (Common Basic Principle 4)

Ensuring students’ educational progress within an institute is essential to course completion and possibilities of further advancement. This section draws upon that Common Basic Principle 4 concentrating on orientation – knowledge of history and institutions – and language.

Orientation measures and support services

Induction procedures provide students with a solid foundation from which to progress, an awareness of the college facilities, and support services on hand. Successful ‘Induction’ is not just about familiarity with the college. It should also raise awareness about external services that would aid students to progress, and to feel integrated. There is no standardised induction procedure at third level. Orientation is individually developed by each educational institute. The ICOS publication, ‘Provision of Education of International Students’ (2009), offers ‘orientation and induction’ guidelines for Higher Education Institutes (HEIs) in Ireland. It seeks to certify that HEIs provide pre-arrival information on visa and immigration requirements; cost of living and academic culture. Each institute should provide comprehensive programmes to ensure that students are aware of services on offer, as well as their rights and responsibilities. Measures suggested include an initial orientation week, multi-cultural events, an international student handbook and a designated international student office or advisor.

Data on orientation measures

Ballsbridge VEC	Orientation week, comprehensive introductory pack including services, how to obtain a PPS no, setting up a bank account.
UCD	International Students Orientation week and General Orientation Multicultural week; international student handbook Peer Mentoring.
DIT	Student ambassadors as part of HEAR programme.

Commentary on orientation measures

There has been an increased focus on induction procedures in Dublin-based institutions, particularly at third level, as Universities seek to engage with international students. The tuition income generated by international students in Dublin was estimated to be €146.5 million (Enterprise Ireland, 2011). Measured orientation and induction initiatives may be seen to benefit both the economy and integration.

In general orientation procedures are usually geared towards migrant students travelling to Ireland for the purpose of study. Since migrant student recruitment is primarily conducted through bi-lateral partnerships with overseas higher education institutes, international student offices often target this group through an induction week and cultural programmes and by handing out an international student handbook or introductory pack. Non-EU nationals living in Ireland prior to their study are rarely targeted by these measures even though some of them could still benefit from assistance.

Monitoring Integration in Dublin City 2010: A Service Providers' View

Dublin City Council made efforts in this area by assisting colleges to welcome international students in Dublin. The Lord Mayor holds a reception each year for international students. (The Peer Review Report also recommends a number of measures such as setting up a welcome desk at Dublin Airport and organising an annual international student forum (EUROCITIES Peer Review, 2011).

Literature suggests that despite progress in the welcoming process, the ongoing support of international students remains a concern. Sentiments expressed at the ICOS 'Diverse Voices' forum (2007) underline international students' perception that higher education support services in Ireland operate with a lack of urgency. Although the International Offices are considered to be helpful, the dearth of targeted outreach and advocacy is seen to weaken the strength of their services (ICOS, 2007). This opinion perhaps reflects the concern of migrant students resident in Ireland, but might be shared by others. Accommodation stands as a salient issue, particularly in relation to the cost of, and limited places available to students (EUROCITIES Peer Review, 2011). The forum also concluded that counselling services for migrant students at third level were perceived to be somewhat lax and inaccessible (ICOS, 2007).

Good Practice

International Student Orientation: Dublin City University (DCU)

10% of DCU's student population can be described as being non-Irish (2009/2010). It is important to note that a CAO applicant to DCU is not considered to be an 'international student' regardless of that person's background. An 'international student' in DCU is one who has travelled to Ireland for the purpose of study. DCU provides a range of orientation measure for its international students. The International Students' Orientation week directly precedes the beginning of the academic semester. This week provides lectures and welcoming orientation events.

Students are oriented through a walking tour of the campus and a day tour of Dublin City. Local services, amenities, recreational areas and points of cultural significance are made known to them. A welcome pack is issued to students containing relevant housing information, a map of Dublin City, a pocket guide to the city's points of interest and a schedule of meeting dates and important events for International students.

On campus, a welcome address as well as a number of induction lectures, introduces students to course coordinators and programme heads. The lecture, 'What is this country I have arrived in?' offers a historical background to Ireland, including an introduction to Irish customs, culture and language. A screening of the short film 'Yu Ming is anim dom' (my name is Yu Ming) – in which a young Chinese man learns Gaelige in advance of his journey to Ireland, only to find that once he arrives no one can understand him – adds a humorous slant, and may make the settling-in process less daunting for students.

Excursions and day-trips are strong aspects of DCU's orientation. International students receive practical experience of rural culture at Causey Farm, Navan, Co. Meath. Here they are given the opportunity to cut turf and milk cows – which offers them a general introduction to farming and teaches them its place in Irish rural history.

As part of a Fáilte programme, students are taken on four to six trips a year in Dublin, to places of historical or cultural significance, such as Kilmainham Jail.

DCU also boasts an Inter-Faith Centre: a welcome space for all, catering to faith traditions as well as to students simply looking for a quiet contemplative space. The Inter-Faith Centre also facilitates the celebration of religious and international holidays, allowing students from any background the space to come together.

Outcomes:

As a result of its orientation programme, DCU international students can develop a strong connection to Ireland's history, customs and culture. The Fáilte programme and the InterFaith Centre both represent on-going support throughout the year, which is vital to student progression. Below, a student relays the impact of the excursion experience;

"I had the best time here! DCU took a bunch of international students to Causey Farm to experience Irish Farm life. We learned how to play a traditional Irish drum, learned traditional Irish dancing, made soda bread from scratch, ate said soda bread with soup and other items at the end of the day. We also went down to the bog and cut turf and learned about the importance it plays on the ecosystem, milked a cow, watched the farmer herd his sheep and played a game of Hurley. At the end of the day, after the meal we listened and joined in with traditional Irish music. Being an international student it was a fantastic experience and everyone from the group loved the trip!"

International Student DCU

Language

Language is paramount to integration; indeed, it has emerged as the key factor for integration in relevant research. Importantly, entry to jobs and third level institutions may depend on English language skills.

Services: English language courses

English language learning in Ireland comes in many guises, including ESOL (English for speakers of other languages); and EFL (English as a foreign language).³¹

ESOL and EFL refer to English language learning within further and higher education. Although very similar in meaning, there is a difference between teaching EFL (TEFL) and teaching ESOL (TESOL). While TEFL focuses on English for "foreign" students, TESOL does not distinguish the teaching of English as a

³¹ Another format of English teaching is EAL (English as an additional language). EAL refers to first and second level language support services, provided by the DES within primary and secondary schools throughout Ireland. EAL is overseen by the National Council for Curriculum and Assessment (NCCA).

foreign or a second language; it refers to all learners whose first language is not English, including ethnic minorities living in the country³². Both are accredited by the awarding body ACELS (Advisory Council for English Language Schools). Established in 1969 under the auspices of the Irish Department of Education & Science, ACELS is a part of the National Qualifications Authority of Ireland.

This difference serves to highlight the two major groups of English students: those who specifically come to Ireland to study English in language schools, and those who live here and decide to improve their English in further education institutions (or through other providers).

Recognising the “unprecedented need to provide English language teaching to Speakers of Other Languages” the Irish Vocational Education Association (IVEA) underlined the need for a strategy for ESOL provision (IVEA ESOL Survey 2007). The IVEA is the most active statutory provider of English language classes, and supplies ESOL through a large number of VEC schools, colleges and adult education centres throughout Ireland. Voluntary providers such as Fáilte Isteach and SPIRASI have a number of local language initiatives located throughout Dublin. Fáilte Isteach is a community-based conversational English language initiative which operates primarily with volunteers. English classes are also coordinated by private educational institutes and a variety of language schools, primarily focused upon migrating students. Many universities offer ESOL and EFL through dedicated language schools. For example, UCD³³ offer a Graduate Certificate, a Graduate Diploma, and an MA in TESOL through the UCD Applied Language Centre.

Data on English language provision

As of March 2009, 30 % of international students in Ireland were engaged in English language courses which serve over 10,374 individuals³⁴ (ICOS 2010). There are 112 approved language schools (ACELS)³⁵ in Ireland, 51 of which are in Dublin. A Fáilte Ireland survey in 2011, (drawing on responses from 63 of the 112 schools), produced a figure of €297.3 million for estimated revenue generated by language courses in Ireland.

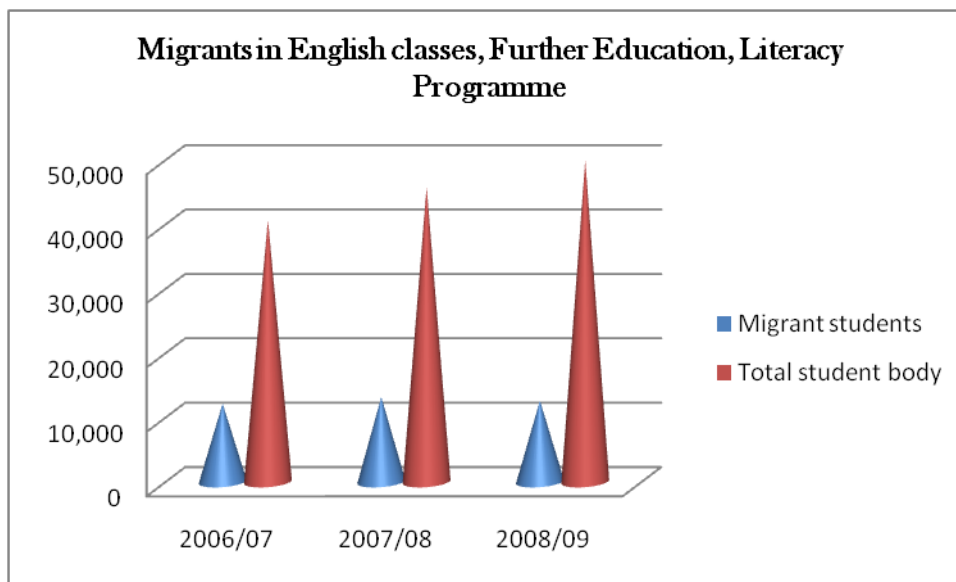
As to subsidised and free classes, around 1,200 students attended the conversational English classes organised by FáilteIsteach in various centres in Ireland and 12-13,000 students were classified nationwide as migrants among the participants in the VEC literacy programme between 2006 and 2009. A brief overview of courses in Dublin suggests that they are offered primarily at lower level, with much fewer vocational specific and higher level English courses available.

³² <http://www.teflcourse.com/faqs/#2>

³³ http://www.ucd.ie/alc/post_grad/gradcerttefl.htm

³⁴ As mentioned above the classification ‘international student’ refers to those who claim residency outside of Ireland and excludes non-Irish nationals domicile in Ireland

³⁵ <http://www.acels.ie/Search.aspx?location=Dublin&course=&duration=&keywords=&submit.x=26&submit.y=9&submit=Submit>



Commentary on English language provision

In Ireland to date there has not been a coordinated, national-level strategy for the provision of state-funded English language services. There is also no centralised database for English language classes in Dublin. It has been cited that the current ad hoc approach to language provision, often provided by volunteers in the absence of state provision, does not meet the linguistic needs of an ever diversifying society. This piecemeal approach hampers the development of a coherent policy, a standard programme and a high-quality service (Healy 2007; p. 60). On the other hand, efforts by Vocational Educational Committees (led by IVEA), must be acknowledged as they invested considerable funding in adult language provision although this was reduced since the budget cuts took place. Linguistic needs such as conversational English classes have proven easier to facilitate, with a number of laudable community-based and volunteer initiatives providing relevant services. However, there remains a lack of publicly available professional and vocationally focused language classes to facilitate entry into the labour market. This is also applicable to academic English classes which improve access to higher education. The latter is receiving increasing attention, as there are a growing number of VECs offering exam preparation classes (IELTS).

Related issue is the necessary English required to progress in higher education. There are students who may have completed their Leaving Certificate or Level 5 courses in further education colleges but may fall short of the required standard in higher education institutions. Their specific need may not be recognised. Furthermore, current rules on financial support, according to which students have to progress in their studies if in receipt of Back to Education allowance or Students Grants, may prevent them from taking up additional bridging type courses (see box below).

Policy issue: Back to Education Allowance and English language learning

The Back to Education Allowance dictates that participants must be progressing in their studies in order to avail of the allowance.

A progression issue highlighted by a number of interviewees centred on difficulties faced by international students in repeating a level 5 PLC, following an English (EFL) course. It has been suggested that the level of English accrued during the EFL course is not sufficient for students to make the step to FETAC level 6 or a Higher Certificate. Instead, it has been proffered that an additional, specialised level 5 training course is required to ensure progress to higher education or employment. This solution would possibly mitigate drop-out rate in higher level courses.

Good Practice

DCU International Foundation Certificate Programme (IFC) and Pre-Masters International Foundation Programme (IFP)

The DCU language programmes help prospective non-native English speaking students to achieve the prerequisite level of English for entry onto a degree programme.

The International Foundation Certificate Programme (IFC) and the Pre-Masters International Foundation Programme (IFP) are specifically designed for non-native English speakers who do not meet the English language requirements for direct entry onto degree programmes in DCU. Students who successfully complete the course will be guaranteed a place on their targeted course in DCU.

The programme is taken on a full-time basis over one academic year and covers a mixture of core and specialist modules. The *core modules* are designed to help achieve the English language skills necessary for DCU programmes and help facilitate student adjustment to Irish university learning. The *specialist modules* allow students to take 1/3 of the modules from the first year of their chosen degree programme, thus significantly reducing the first year workload. Students also avail of a concomitant reduction in fees³⁶.

Prior educational requirements include a school education equivalent to the Irish Leaving Certificate standard, as well as the specific requirements for the targeted degree course.

There is a language prerequisite, hinged upon IELTS (5.5) or TOEFL results (500). Crucially DCU offer a Foundation English Test for students who do not have satisfactory competency in the English language, making the programme more accessible for those without such accreditation³⁷. Furthermore, additional course descriptions in Chinese, Polish and Arabic are made available online.

The IFC fee is €4,500 for EU students. For Non-EU students the fee is €8,557.

Open Learning Centre: 'Tell Me More' – a self-learning online programme

Tell Me More

'Tell Me More' (TMM) is an internet based language programme facilitated by The Open Learning Centre. The programme has Council of Europe endorsement and is EU-based. TMM began as a one year pilot in The Open Learning Centre in November 2008. Its operations have since expanded and now cater to more than 2,500 non-Irish nationals.

³⁶ A maximum of 33.3% reduction

³⁷ A result of 55% constitutes minimum language requirement

In practice:

The programme is learner centred (“an organic process”) and ‘language-based’. Students are issued a license which is activated through their library membership. Learning tasks are individually tailored to students’ needs, which are derived from an initial ‘placement test’. Additionally, the license allows participants (referred to as ‘virtual users’), to utilise the programme externally. This option is activated following approximately four introductory sessions, to ensure that the students know how to use the software.

Tracking student progress is made possible via the ‘administration portal’, which allows OLC staff to monitor the number of hours spent studying as well as the students’ course progress.

Participation Data: 2010

The Open Learning Centre (OLC) upholds a strong system of monitoring and evaluation. The following data is for the year 2010.

2790 participants: 62% are between 25 and 50 years of age

113 nationalities	23% E.U		
	77% Non-E.U	22% Africa	39% Middle East / Asia
		7% South American	9% Other

There are 43 languages offered with TMM through 18 interface languages. English is by far the most popular language at 77.7%³⁸. There are an additional 134 languages available on CD ROM allowing students to study English through lesser used interface languages such as Farsi.

Active Outreach Policy

A significant finding for 2008-2011 has been the demographic shift from EU to non-EEA citizen participation³⁹. The OLC issues language licenses to targeted groups, through community organisations and local Dublin city initiatives, in a strategic partnership approach.

Acknowledging the recent significant reduction of language support staff in schools, the OLC upholds a strong focus on **language support for children**. A partnership with DISC⁴⁰ (Dublin Inner-city Schools Computerisation) facilitates this outreach.

Homeless participants have been identified via partnership with *Mendicity*.

Working with *SPIRASI* and Baleskin Reception Centre has meant increased service access for **asylum seekers**. Higher participation levels have been noted.

Links with FÁS ensure increased migrant **jobseekers** access to language learning.

Many participants are also referred from Dublin-based **language schools**.

³⁸ From a total 37, 948 language sessions conducted 29,504 were for English

³⁹ The OLC opines that this is due to a reduction in the number of economic migrants as a result of the economic downturn.

⁴⁰ The DISC project operates in 39 inner-city disadvantaged primary and secondary schools. It involves the installation of computer resources and relevant teacher training to integrate the use of computers into the teaching/learning process.

An attendance certificate is issued for 50hrs at *each* level (CEFR A1-C2). Furthermore, learners may sit exams such as the IoL Dip Translation Examination every January.

Preparation materials and support for **TOEIC** (Test of English for International Communication) and **IELTS** (International English Language Testing System) tests are available.

Furthermore, there is a wide range of **academic** and **workplace English** materials i.e.

New International Business English, English for Academic Purposes, Telephoning & Teleconferencing Skills, Cambridge English for Nursing, English for the Hotel Industry, Tourism, Accounting, Customer Care etc.

Results:

Settled migrants⁴¹ now account for a large proportion of virtual users⁴².

Schools with disadvantaged status have been found to accommodate higher numbers of migrant students (ESRI 2009). The OLC – DISC partnership may improve educational opportunities for migrant students in such schools with comparatively low levels of language support staff.

It has been noted that a high proportion of migrants are participating with a specific goal in focus i.e. IELTS preparation for entry to higher education or registration with a professional body; TOEIC for increased labour mobility; 'Workplace English' for up-skilling. In this way the service supports an often neglected group of language learners: qualified immigrants wishing to up-grade their qualification or have their professional qualification recognised in Ireland.

The Tell Me More programme has been very well received and, owing to its strong system of monitoring, evaluation and outreach, is ever expanding.

Failte Isteach: Community based language learning

Fáilte Isteach began in 2006 in Summerhill, Co Meath. Fáilte Isteach is a free community development programme run by volunteers under the management of the Third Age Foundation with support from the Office for the Promotion of Migrant Integration. It offers conversational English classes to non-English speakers at three levels (basic, intermediate and advanced). Adopting a student-centred approach, Fáilte Isteach focuses on increasing the speaking proficiency of learners, assisting with form filling, writing CVs and drafting letters and attempting to improve participant's familiarity with current topics and day-to-day tasks.

Fáilte Isteach began opening additional centres in 2009 and today there are 37 projects throughout the country. Every week over 450 volunteers teach over 1,000 students from over 50 countries, collectively offering over a thousand hours of tuition each week. As of 2011 it operated in the following Dublin locations: Balbriggan, Blanchardstown, Cabra, Crumlin/Drimnagh, Inchicore, Mountview, Sandyford, Skerries, Rialto and The Liberties area.

Its success is indicated by the following outcomes:

- Increased level of English proficiency of new migrants involved in the project.

⁴¹ This may be seen to mitigate identified barriers to parental involvement; language

⁴² Virtual usage has freed up OLC spaces for those who cannot afford computers

- Increased community linkages and social networks developed between new and existing communities as a result of this project
- Increased participation in community life through new understanding of opportunities available locally e.g. local GAA club, sports days, local youth groups, parent and toddler groups and summer camps.

The Adult Refugee Programme

The Adult Refugee Programme (ARP) is a learning initiative for anyone with refugee status -those in possession of a residency permission known as Stamp 4 (70,803 non-EU nationals held this permission in 2009; Annual Monitoring Report on Integration 2010). Bridging the gap between orientation programmes and language services, the ARP seeks to promote migrant integration through three core areas⁴³;

- Language development
- Work / study skills
- Knowledge of Irish culture and institutions

Co. Dublin VEC is responsible for the administration and coordination of the programme nationally across 11 VECs. There are 33 classes in operation throughout Ireland, **10** of which are based in the City of Dublin⁴⁴ (CDVEC). Each class accommodates a maximum of **16** participants. In 2010 there were **190** participants on the programme in Dublin City representing a wide variety of nationalities from outside the European Union.⁴⁵

While the ARP adheres to the three-point framework set out above, the content of each individual class is derived from a needs analysis of the participants.

Echoing the DES Intercultural Education Strategy, Component 4 - 'high aspirations and expectations' - one interviewee championed "learning the language has to be motivated through the individual". This entails a **context specific** programme which directly addresses the identified **needs** of refugees and draws results from their purposeful involvement. It is important to note that programme participants include non-EU nationals who are resident in Ireland (Stamp 4) but are not refugees.

English classes range from Literacy, through ESOL (English for Speakers of Other Languages) levels 1-5. Students are allocated levels based upon initial language assessments, held weekly by Ballsbridge VEC. To maximise resources, students are placed in classes with others at similar levels.

The programme also introduces the students to labour market access fundamentals such as composing a CV, preparing for interview and computer classes to help with administrative duties.

⁴³ Based upon 'Mapping Integration: UNHCR's Age, Gender and Diversity Mainstreaming Project on Refugee Integration in Ireland 2008/09',

⁴⁴ Ballsbridge College of Further Education is the administrative lynchpin of the 10 CDVEC classes supporting up to 160 refugees in Dublin city. Ballsbridge has a heterogeneous student population of approximately 442 (42.7% non-Irish) spread across 20 PLC courses. It facilitates 5 of the 10 ARP classes; its neighbouring college, Ringsend Technical Institute, accommodates the other half.

⁴⁵ Countries include Iraq, Somalia, Pakistan, Georgia, Palestine, The Philippines, Brazil, Nepal and Russia.

Furthermore, participants' knowledge of Irish culture and institutions is strengthened via a variety of field trips, cultural excursions and historical tours. Such activities receive much attention within the ARP newsletter, published every six months.

As part of national policy, programme participation is available for a period of up to 12 months. To maximise **progression** within this time frame, the ARP allows the participant to move up a language level every 4 months. Therefore, in theory, a student may progress through three levels during their allocated time. FETAC accreditation is awarded at levels 3, 4 and 5.

Further reading

Annual Monitoring Report on Integration 2010 (2011) by Mc Ginnity et al, Dublin: Economic and Social Research Institute and The Integration Centre

Chiriseri, P. (2009) 'Access to 3rd level education for (African origin) Immigrant Parents of Irish Citizens, Living in Ireland, Dublin: Kimmage Development Centre

See Coakley, L. (2009) The Challenges and Obstacles Facing Refugees, Persons with Leave to Remain, and Persons Granted Subsidiary Protection, as they seek to access post-second level education in Ireland

Education in Employment project (2008), *Migrants and Higher Education in Ireland*, ed. by Linehan M. and Hogan.E. Cork: CIT Press

Enterprise Ireland & Education Ireland (2010) *International Students in Higher Education in Ireland 2009/2010*

Enterprise Ireland & Education Ireland, *International Students in Higher Education in Ireland 2010/2011*, unpublished

EUROCITIES (2011) Peer Review on Developing and Promoting Dublin as an International Student City by Gerbhard, D., EUROCITIES and Dublin City Council.

Fanning, B. Haase, T. & O'Boyle, N. (2010) *Well-being, Cultural Capital and Social Inclusion: Immigrants in the Republic of Ireland* JOURNAL OF INTERNATIONAL MIGRATION AND INTEGRATION, Volume 12, Number 1, 1-24.

Healy, C. *On Speaking Terms: Introductory and Language Programme for Migrants in Ireland*, Dublin: Immigrant Council of Ireland

Immigrant Council of Ireland (2008) *Getting on: From Migration to Integration – Chinese, Indian, Lithuanian and Nigerian Migrants' experience in Ireland* Dublin: Immigrant Council of Ireland

Irish Council of Overseas Students (2007), "Diverse Voices - International Students Forum", University College Cork, 17 November 2007. Dublin: ICOS

Irish Council of Overseas Students (2009) Provision of Education of International Students' (2009)

Irish Vocational Education Association (2007), ESOL Survey

Smyth et al (2009) *Adapting to Diversity: Irish Schools and Newcomer Students*, The Liffey Press in association with The ESRI, NCCA & Department of Education & Science

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Pobal (2006) *Barriers to Access to Further and Higher Education for Non-EU Nationals Resident in Ireland*
by Warner.R. , Dublin: Pobal

Employment and business ownership

Employment

Introduction

“Employment is a key part of the integration process and is central to the participation of immigrants, to the contributions immigrants make to host society, and to making such contributions visible.” (CBP)

This section examines the situation of the migrant population in Dublin, in particular how they participate in economic life, both in the city and country, against the backdrop of a weakened domestic economy and a relatively strong export sector. It includes descriptive statistics on employment and self-employment, and a subsequent analysis of the data based on the experience of employment support, and enterprise agencies in Dublin. Desk research and interviews are utilised with those agencies.

The objective of this section is to understand the needs of and opportunities for the immigrant population when accessing employment and self-employment. The extent to which they are able to realise opportunities matching their potential in Dublin is also of importance.

The following organisations were interviewed for this chapter: Business in the Community Ireland-Employment Programme for the Immigrant Community; Local Employment Service, Manor street; Dublin Employment Pact; FÁS, International Employment Services; Dublin Enterprise Board; Institute of Minority Entrepreneurs, Dublin Institute of Technology; Dublin City Chamber of Commerce. The intention was to collect views from a broad range of service providers who assist immigrants in Dublin City in accessing employment and self-employment.

Eligibility

People from the European Economic Area and Switzerland do not need to organise their employment prior to their arrival. This freedom was extended to the new acceded EU countries in 2004. However, Romanian and Bulgarian citizens who joined the EU in 2007 are still required to hold an employment permit.

With a notable exceptions detailed below, people outside the EEA area may enter the Irish labour market if they are given permission by the Department of Jobs, Enterprise and Skills. Since the enactment of the Employment Permit Act 2006 both employee and employer may apply for the permit which is then issued with a specified employer for a certain position. A valid job offer is a central element of an employment permit application along with evidence of possessing the relevant skills, qualifications and experience. Their residency depends on the validity of their work permit (Stamp 1).

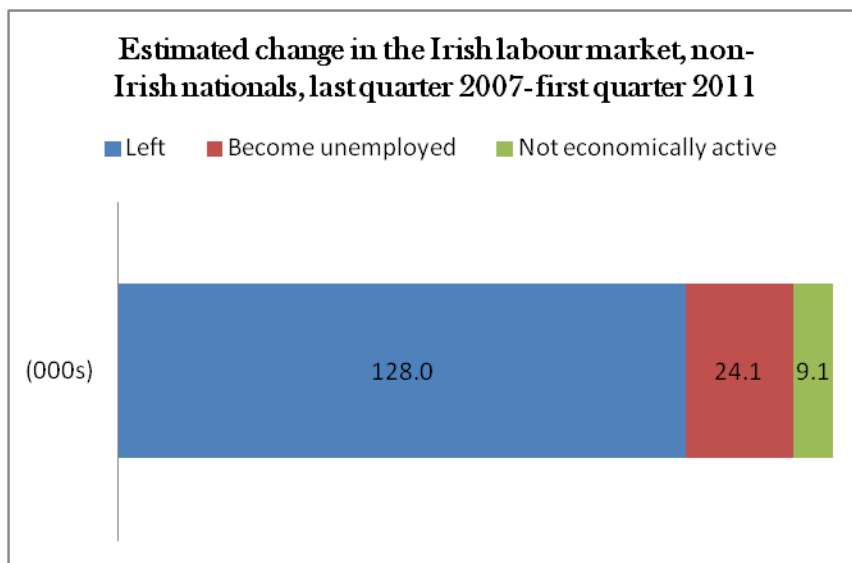
Currently student visas can be issued for non-EEA citizens admitted to full-time courses of at least one year's duration, leading to a qualification recognised by the Minister of Education and Science. They are currently permitted to take up part-time employment during study term and full-time positions during vacation period (Stamp 2).

There are several groups of non-EEA citizens who are entitled to work without an employment permit as they hold a residency permit known as Stamp 4:

- People who were granted refugee status under the Refugee Act
- People who were granted leave to remain at the discretion of the Minister for Justice
- People who were granted leave to remain scheme as parents of Irish born child
- Non-EEA family members, such as family members of refugees and those EU citizens who are in full-employment/self employed/in full-time study
- Spouses and family members of Irish citizens including siblings of Irish born children
- Ex work permit holders with long-term residency status or with temporary permissions to remain(www.inis.gov.ie)

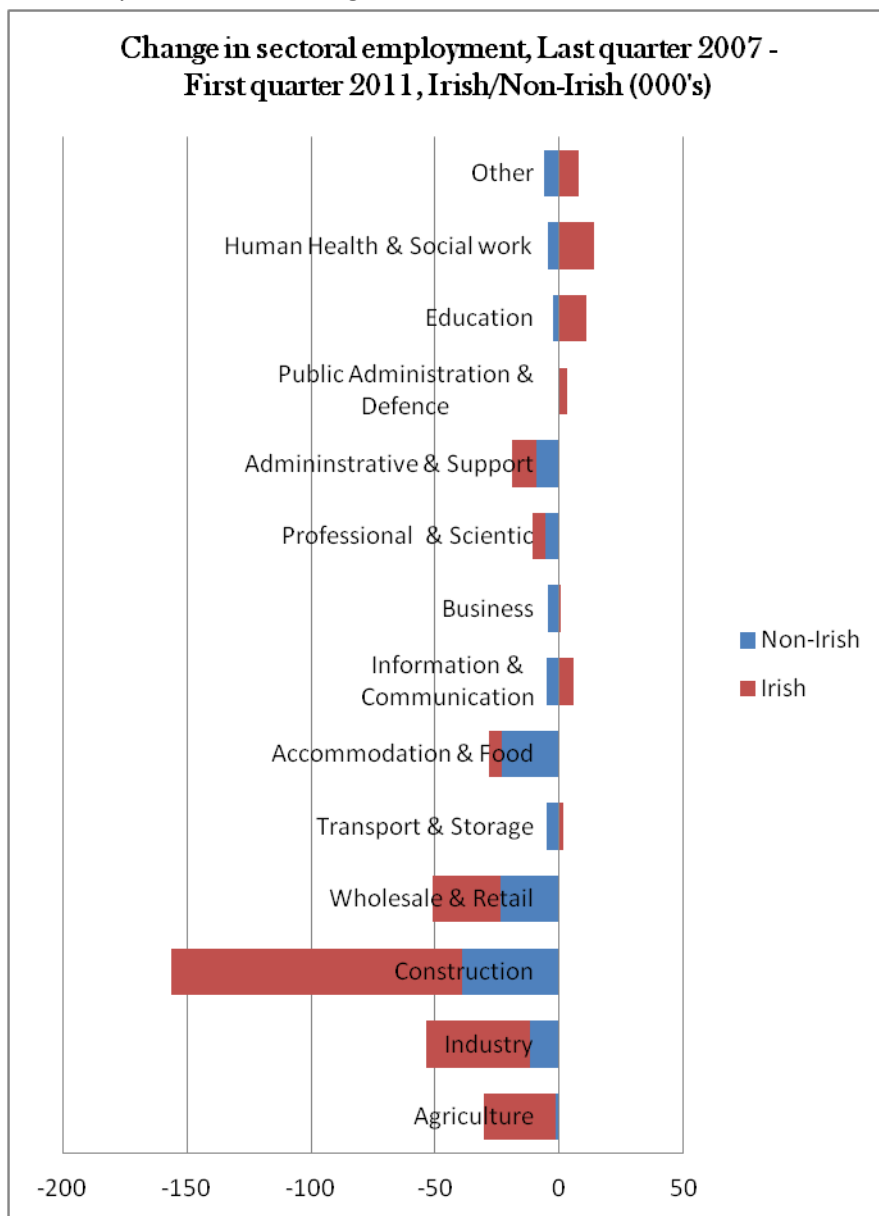
Unemployment

Data on unemployment among non-Irish nationals in Ireland



By the beginning of 2011 Non-Irish national employment had declined by **142,900** since its peak of 345,800 in Q4 2007. As of the first quarter of 2011 there were approximately 203,000 non-Irish nationals employed. Since the last quarter of 2007 two out of five job losses were attributed to non-Irish nationals. The estimated unemployment rate in the first quarter of 2011 was higher among non-Irish nationals than Irish nationals. McGinnity stressed that participation rates are still higher among non-Irish nationals because there is a smaller group of dependent people (students, retired people, home duty)

who are economically inactive (Annual Integration Monitor, 2010). According to the figures above this can be explained by the departure of the 128,000 non-Irish nationals since the end of 2007. Figures most likely need revision in light of Census 2011.



Source: QHNS, 2007-2011

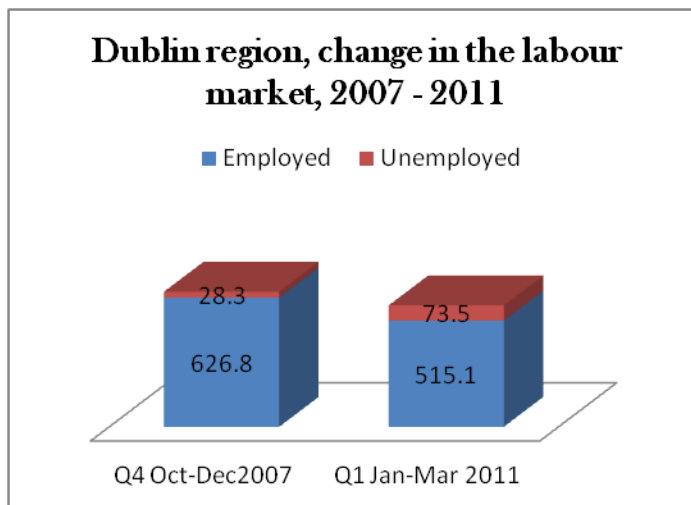
Looking at industries more closely, it can be observed that most non-Irish nationals lost their employment in Construction (39,300), followed by Wholesale and Retail (23,700), and Catering (*Accommodation and food service activities*)(23,000). Non-Irish nationals in Manufacturing (*Industry*) (12,000), and Administration (9,200) were also affected but at lesser intensities.

Over the last 12 months the largest decreases in non-Irish national employment were recorded in the Catering sector (12,600) (QHNS, 2011). Since the end of 2007 not only did the absolute number of non-

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Irish workers decrease, but their numbers dropped to a much larger extent than that of non-Irish workers suggesting that they were disproportionately affected by the economic downturn. Some sectors saw a dramatic drop in the share of non-Irish nationals such as Construction (18% vs. 8%), and Catering (37% vs. 25%) as well as Administration (26% vs. 19%). In contrast the Manufacturing Industry saw both Irish and non-Irish nationals almost equally affected. It appears that the Health & Social Work sector was shielded from the impact of the recession. A notable finding is that the Information and Communication sector saw a considerable (8%) drop in the share of non-Irish nationals in its workforce, however, the total number of workers remained almost the same.

Data on unemployment in Dublin



In line with the national experience Dublin has suffered significant job losses since the recession began. Roughly every third job loss affected a person in Dublin. The number of people employed dropped as low as it was at the beginning of the economic boom in 1999. However, many people seem to have left the labour market. Between the end of 2007 and the beginning of 2011 66,500 people left the labour force while unemployment grew by 45,000. Data is not available to establish how many non-Irish nationals were among those who left the labour market in Dublin between 2007 and 2011; but it is likely that many departed based on preliminary Census 2011 figures.

The Annual Report of the Dublin City Centre Citizen Information Service noted the significant increase in unemployment among non-Irish nationals and consequently the increase in related queries (advice on looking for work and social welfare payments). It is of concern that many non-Irish nationals who lost their job did not receive P45 and were not paid holiday pay and payment for minimum notice period (Dublin City Centre Citizen Information Service, 2010).

National data on registered immigrant jobseekers: Live Register

The Live Register, maintained by local Social Welfare Offices, is not designed to measure unemployment. It includes part-time (those who work up to three days a week), seasonal, and casual workers entitled to Jobseekers Allowance or Jobseekers Benefit. However, while the total number of

persons on the Live Register cannot be directly compared to the total number of unemployed persons as presented in QHNS, the Live Register is used to estimate an updated standardised unemployment rate (SUR) each month. In the absence of QHNS data for Dublin, the Live Register data will be used to estimate trends in unemployment and jobseeker payments with due regard to its limitations. The comparison suggests that the Live Register slightly over-estimates the extent of unemployment among non-Irish nationals possibly due to a larger number of non-Irish nationals in casual and part-time employment. As this research concentrates on the service providers' view, examining the number of *registered jobseekers* seems appropriate here.

Comparison of QHNS and Live Register figures, 2011, March 2011

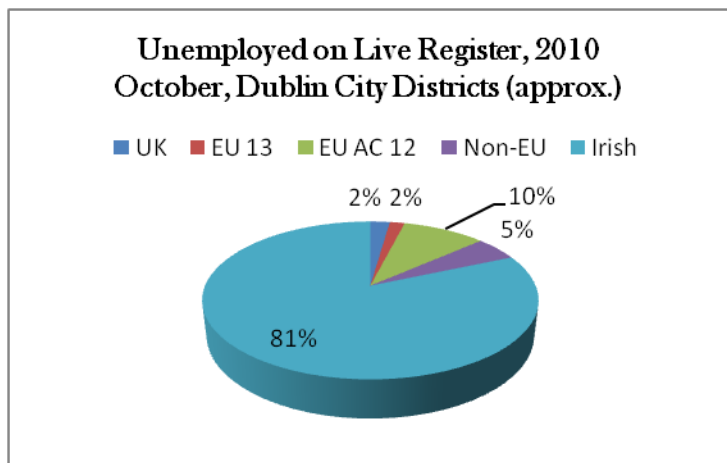
Data source	Nat.group	Number	Share
QHNS, Q1 2011	Non-Irish	44,800	15%
	Irish	250,800	85%
	Total	295,600	100%
Live Register, March, 2011	Non-Irish	78,594	18%
	Irish	362,599	82%
	Total	441,193	100%

Data on registered jobseekers in Dublin City

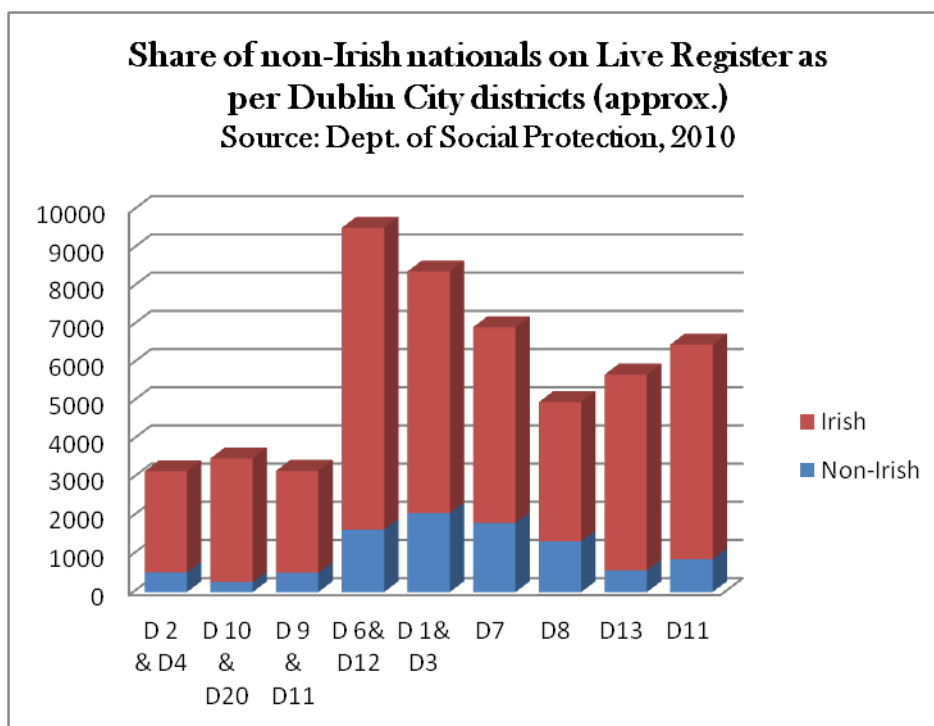
In October 2010 there were 9,590 non-Irish nationals on the Live Register in Dublin City along with 42,274 Irish nationals (Department of Social Welfare, 2010). Therefore, non-Irish nationals made up 18.49% of the total number receiving Jobseeker Allowance and Jobseeker Benefits in Dublin City⁴⁶. This corresponds closely to their national share in the Live Register at the same period (17.38%). Among the broad nationality groups Accession State Nationals represented the biggest non-Irish nationality group (10%) followed by Non-EU nationals (5%). UK citizens and Old EU nationals made up the smallest group of jobseekers (2%). Based on the assumption that the nationality composition remained largely unchanged since 2006 (EU nationals and non-EU nationals made up a similar share of the population in Dublin City), EU nationals, more specifically, Accession State Nationals appear to be affected greater by unemployment than other groups.⁴⁷

⁴⁶ There were also a small number of other registrants who are not Jobseeker Allowance/Benefits claimants.

⁴⁷ Detailed data from Census 2011 will allow for better analysis.



A key finding is that there are considerable divergences between areas, with Dublin 1, 3, 7 & 8 recording the highest proportion of non-Irish nationals on the Live Register.



Commentary on unemployment trends

McGinnity et al emphasised that immigrants were hit harder by the recession than Irish workers (McGinnity, 2011). Barrett and Kelly reported a higher rate of job losses for immigrants than Irish when comparing groups of similar age and educational level (Barrett & Kelly, 2010). Between October 2009 and 2010 roughly every second job loss affected a non-Irish national. Some of the interviewees felt that immigrants lost their job more quickly for many of them joined the workforce more recently. An important observation is that the level of unemployment among the non-Irish did not increase in 2009 and 2010. Live Register figures also confirm that the number of non-Irish nationals signing up for

Jobseeker payments remained stable. This is most likely due to the departure of many non-Irish nationals from Ireland.

It must be stressed however that not all non-Irish nationals have left since the end of 2007. The preliminary figures of the Census 2011 confirm that many have stayed in Ireland despite the recession. There are an estimated 124,604 more immigrants (not only of working age) in Ireland in this year than in 2006 (Census 2011). To sum up, the continued large-scale immigration in 2006 and 2007 was approximately matched by the large scale emigration in 2008-2010 and did not exceed that level.⁴⁸

Turning to **Dublin**, it is of note that the unemployment rate (12.5% in the first quarter of 2011) is not as high as in other parts of the country, the reason for this is that a significant number of people (66,500) have exited the labour force since the end of 2007. Arguably many people chose to up-skill or re-train in the education system while others are likely to be among those who have left Ireland. There is no nationality breakdown of employment figures for the Dublin region, nor is it possible to establish the employment situation with regard to Dublin City alone. However, examination of the Live Register figures reveals that areas with a high concentration of immigrants also recorded a large number of registered jobseekers with nationalities other than Irish. This may be a reflection of residential patterns as the relatively low cost of living and proximity of work attracted many immigrants into these areas. The high level of unemployment among the immigrant population in areas such as Dublin 1, 3, 7, and 8 requires further attention. As these areas (particularly Dublin 1 & 3 and 7) have seen high unemployment in the general population, too, the current situation may result in the over-stretching of services. In the current environment it is unlikely that services will receive much support for the growing needs of the local population, including immigrants. On the other hand, it is essential to develop effective and collaborative responses to avoid the persistence of long-term unemployment in the Inner City.

Interestingly, while 53% of EPIC clients were non-EU nationals they represent a minority of jobseekers on the Live Register, which was recorded by the local social welfare offices in Dublin City. In the same vein, they accounted for a small number of jobseekers in the catchment area of LES Manor street (some of them may have chosen to contact SPIRASI, an immigrant organisation with an office in the vicinity).

Needs of immigrant jobseekers and support

Context: Employment opportunities and assistance

Data on vacancies in Ireland

The National Skills Bulletin 2011, produced by the Expert Group of Future Skill Needs, shows where employment opportunities exist, and identifies specific skills gaps within the labour market (EGSFN, 2011). Although labour market demand has fallen across a number of sectors, some employment opportunities continue to arise for experienced people due to a combination of specific skill shortages in

⁴⁸ See Migration trends

some niche areas, and vacancies in occupations associated with high replacement rates.

- Professional level jobs in information and communications technology (software developers, network engineers, system administrators, web developers and IT project managers), engineering (e.g. energy systems and pharmaceuticals and food industry), health (medical practitioners, specialist nurses and senior speech and language therapists), science (chemists) and finance (risk and regulatory experts).
- Technical support, mostly in IT ranging up to associate professional level.
- Sales in combination with languages, IT skills and other manufacturing expertise.
- Security guards, catering staff and carers.

The importance of foreign languages and third level education were also emphasised by the report. In principle immigrants are likely to meet these requirements.

Services

Until recently the Irish National Employment Authorities consisted of two strands: FÁS, the National Employment and Training Authority and the Local Employment Services. Assistance consists of activation interviews which involve active job search and referral to training and employment options. EU nationals and non-EU nationals with Stamp 4 (e.g. refugees, family members of Irish and EU citizens and non-EU nationals with long-term residency rights) are entitled to statutory employment support. Employment permit holders and people on student visas may avail of the services of private recruitment agencies; however they are not entitled to seek assistance of the state agencies apart from self-searching facilities.

In July 2011 the Government announced the establishment of SOLAS (Irish Times, 'New State training agencies established to replace FÁS'). The agency will incorporate the functions of FÁS which is disbanded. The Vocational Education Committees, which will take over running training courses, will also be managed by the new authority. Jobseekers will be expected to participate in training courses offered by the new agency in order to retain their social welfare payments. It is hoped that integrated approach to further education and training will bring tangible benefits. The new agency will come under the remit of the Department of Education and Skills.

Voluntary organisations may assist job seeking immigrants by providing employment support courses and referring them to agencies and websites. A highly regarded initiative is the EPIC Programme-Employment for People from Immigrant Communities, run by 'Business in the Community Ireland' in Dublin. This is the only programme targeted at immigrants, more precisely EU nationals and non-EU nationals with residency permit (Stamp 4), that is (partially) funded by the Government.⁴⁹ EPIC runs a six-week pre-employment training that includes CV and cover letter writing techniques, telephone and interview skills, information sessions to increase understanding of the Irish system and IT skills.

Data on outcome of employment assistance by FÁS

Participants in FÁS programmes in 2009 were asked about their status following the completion of their programme (FÁS Follow-Up Survey 2009). The unemployment rate in the aftermath of the programme was 44% for Non Irish Nationals compared to 48% for Irish nationals. Furthermore, 26% of them were

⁴⁹ See www.bitc.ie

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employed relative to 15% of Irish respondents (the rest mostly studied or did home duties). A recent study of FÁS services found that participation in FÁS programmes between 2006 and 2008 increased the probability of gaining employment by 10-14%, which is a positive but somewhat moderate impact. The real concern identified by the authors is that “activation interviews” with jobseekers proved to have a negative influence on job prospects, lowering chances of entering employment by 17 percent (ESRI, 2011). Added to this, a substantial group eligible for assistance under the National Employment Action Plan was not identified due to poor communication between the Department of Social Welfare and FÁS (Ibid).

Data on vacancies and employment permits in Dublin

<i>FAS registered vacancies, 28th July 2011</i>		
Agriculture	2	0.2%
Arts/Media	16	1.9%
Construction	46	5.6%
Health and social work	166	20.2%
Hotel and Catering	158	19.2%
Clerical Administration	86	10.5%
Engineering/Production	30	3.6%
Sales/Marketing	125	15.2%
IT	80	9.7%
Transport/Travel	29	3.5%
Services	84	10.2%
Total	822	100.0%

Source: FAS website, July 2011

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Employment permit issued, 2009-2010, Dublin region			
Year	New	Renewals	Total
2009	2062	1939	4001
2010	1852	1924	3776
Out of which the top companies in 2010 were			
Company Name	New	Renewal	Total
Beaumont Hospital	18	4	22
Google Ireland Limited	15	4	19
Tata Consultancy Services (TCS)	19	0	19
Adelaide & Meath Hospital	6	7	13
St. James's Hospital	4	9	13
IBM Ireland Ltd.	11	0	11
Maybin Property Support S.Ltd.	1	9	10
St. Vincent's University Hospital	1	9	10
ISS Ireland Limited t/a ISS Facility Service Security	3	6	9
Sparantus Ltd T/A Highfield Hospital Group	0	9	9

Source: Department of Jobs, Trade and Innovation

According to FÁS job listings and employment permit issuances, the main sectors offering employment in Dublin are: Health and social work; Hotel and catering; Sales and marketing as well as Information Technology and Clerical Administration.

Data on EPIC's placements

EPIC managed to place over half of its clients within employment in 2009 and 2010 (96 and 104 individuals, respectively), with two thirds of those taking up full-time employment. The majority of those took up customer service type roles or care assistant positions. A smaller number were hired as accountants/account assistants and administrators.

EPIC work placements as per type of job, 2010	
Customer service type roles	17%
Care assistant	14%
Accountant/Account assistant	6%
Administration	5%
General operative	4%
Cleaner	3%

Source: EPIC database, 2010

Commentary on employment opportunities and assistance

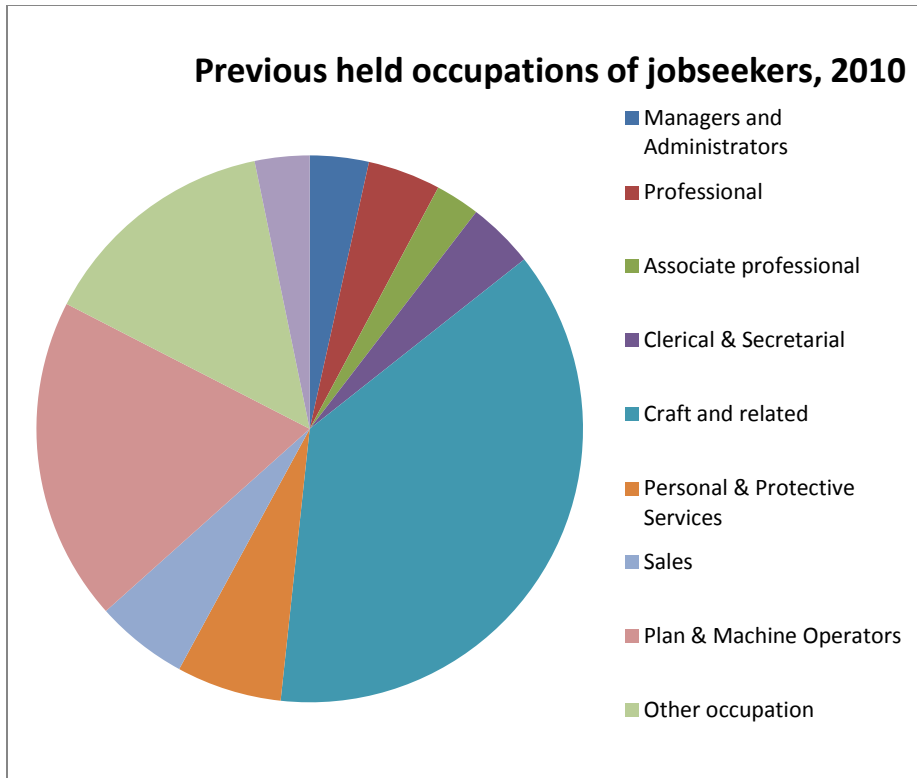
The recession has had an impact on the entire population, even those with higher levels of skills and qualifications, including employment support organisations whom were contacted during the recession by jobseekers holding third level qualifications. Nevertheless, a special module of the QHNS in 2010

highlighted that people who do not have a third level qualification are more affected by unemployment, which became even more pronounced in 2010. The DEP also observed that those with higher qualification levels were less likely to lose employment in Dublin.

It can be derived by looking at the Live Register figures that many non-Irish nationals who held vocational qualifications (post-leaving certificate) were affected by the crisis due to the downturn in the construction sector. Of course, the 100,000 plus craft persons included many Irish nationals as well. The large number of jobseekers with a vocational background was experienced in the LES Manor Street. Figures also show that there were a marked number of non-Irish national jobseekers with third level qualifications, almost twice as many as there were Irish with the same qualification, were unemployed at the end of 2010.

Regarding **Dublin**, the profile of EPIC's clients displays the higher skill level of non-Irish jobseekers which corresponds to earlier findings (National Skills Bulletin, 2008). Almost two-thirds of their clients held a third level award in 2010. The Vacancy Overview of the Expert Group of Future Skills, and local data, reveal that the Health and Social Work, Hotel and Catering, Sales and Marketing and the IT sector continue to offer employment although to a limited degree.

The most sought after positions were chefs, childcare workers, sale representatives and executives (in many cases with languages), software developers, technical support in IT, as well as, administrators. EPIC found similar data: most likely placements were for the positions of care assistants, customer service type roles, accountants/account assistants, and administrators. In many cases immigrants accepted a position below their qualification level. If FÁS operated a monitoring system it would certainly yield useful information on the profile of (immigrant) jobseekers and what discrepancies exist between their skill profile and the demands of the labour market.



Research raised questions with regard to the value of employment assistance provided by FÁS and its interaction with social welfare services. From January 2011, the Department of Social Protection took on a greater role in providing activation services for the unemployed, while maintaining its more traditional role of paying benefits. The new National Employment and Entitlements Service (NEES) is currently being established. Under the NEES all employment and benefit support services will be integrated into a single delivery unit, and managed by the Department of Social Protection. The DSP is implementing a new case management system with a stronger focus on activation, rather than just income support. The Social Welfare Act 2010 allows for sanctions to be applied to unemployed persons on the Live Register for unreasonable refusal of participation in training, education or employment offered by FÁS or DSP facilitators. It must be added that those interviewed in this research commented that most immigrants showed great willingness to engage with activation measures such as training, education or work placement.

The establishment of the new agency, SOLAS, which replaced FÁS, will take on a similar role in further education and training as the Higher Education Authority. "There is now an unprecedented opportunity to ensure a more integrated approach for unemployed people seeking any type of further education or training to improve their employability "(NESC, 2011, p.43). Non-Irish nationals could arguably also benefit from more integrated assistance. EPIC's collaboration with other services offers a good starting point in Dublin City.

Communication skills

Services

Local Employment Services and EPIC do not provide English language courses, but can assist people in finding courses. Until recently employment support services were not permitted to organise English classes, directly refer people to courses or provide financial support for individuals. As mentioned previously, employment support will be administered by the Department of Education and Skills thus giving an opportunity for a closer collaboration between employment support and language provision. EPIC, which is not part of the statutory employment support system, liaises with language course providers so that it can advise clients as to which providers they should approach. EPIC requires applicants to display an adequate level of English (intermediate to high) which is deemed necessary for participation in the training course.

Both services offer help with presentation skills by advising on the proper formulation of CVs, and organising mock interviews. In addition, The FÁS International Employment Service also held a number of workshops for various EU communities (Polish, Lithuanian) to provide information training opportunities in Ireland and countries of origin, and offer assistance on job-seeking techniques and sources.

Local data on communication skills

Interviewees stated that the needs of non-English speaking jobseekers vary. To begin with, there are some non-Irish nationals who speak minimal English and come with an interpreter to employment support services. Both LES Manor street and EPIC also assisted a second group who had good spoken English, but poor English writing skills. This problem also characterises certain Irish groups such as early school leavers. Finally there is a third group who are highly qualified and have good English skills; however, they may fall short of the specific requirements needed for higher education or for registration with professional bodies.

Commentary on communication skills

English language is both a communication skill and an essential medium for businesses; therefore, it facilitates entry and progression within the labour market. It was underlined that English language has gained a greater importance since the recession. As mentioned above, some non-native jobseekers begin with a considerable handicap. Those starting with a handicap tend to be people who have not worked regularly prior to the crisis, usually wives/partners of men who were employed in the construction industry prior to the crisis, and those who have developed limited English skills because their work involved minimal contact with English speakers (See also MRCI, 2007).

Lack of adequate numbers of intensive English courses was identified as a deficiency. It was illustrated that in order for people to make considerable progress in English language learning at a lower level, they must take intensive courses which are more difficult to find. While it was acknowledged that further education colleges offer English courses it was pointed out that they are mostly evening courses. Those places offering intensive courses fill up very quickly. It was argued that social activities would also go a long way towards helping learners to become more confident. Dublin Employment Pact (DEP) commented that English language should be provided in a culturally sensitive way while also ensuring

that hard-to-reach groups (e.g. certain Muslim women) avail of language courses. A detailed analysis of English language provision will form part of the adult education section.

An important aspect of employment support is its link to educational and training providers. Due to language provision being separate from guidance and pre-employment training until recently, interviewees criticised what they saw as disjointed support for non-English speaking jobseekers. The ability of statutory employment support services to assess communication and language skills of the non-native jobseekers has been limited. EPIC has a person dedicated to evaluating language skills of applicants. Another related problem was the lack of competence for assisting jobseekers in accessing language support courses including providing of grants or covering cost of entry and language exams (e.g. IELTS).

Employers rely on CVs in the selection process. This practise has become more pronounced since the recession. There are two main sources of difficulties associated with immigrant jobseekers: cultural difference (importance and content of CV) and limited writing skills. However, employment support services also felt that inadequate information may influence how immigrants complete their CVs: in several cases there was a disproportionate focus on keeping CV's concise suggesting that they were overly concerned with one aspect of the CV. These difficulties are reflected in the common mistakes found in CVs by employment support workers: restricting work experience to titles and dates without mentioning tasks and responsibilities as well as grammar and spelling mistakes.

The importance of including details such as responsibilities and course content when writing CVs was underscored, and dedicating more content to details on work experience and education completed abroad. EPIC found that non-Irish nationals tended to be less familiar with specifications of CV's in Ireland; a view which has also been expressed in previous research (Public Appointments Service, 2009). Taking a somewhat conflicting view, LES stressed that it is the first time for many jobseekers in the Dublin 7 area (possibly ex-trade/craft persons) to compile a CV and that this applies to Irish and non-Irish nationals equally. Research commissioned by the Public Appointment Service concluded that immigrant jobseekers can face additional difficulties in completing application forms and psychometric tests used by large organisations. Most immigrants agreed that the selection process in general constitutes a major stumbling block for immigrant jobseekers (Public Appointment Service).

Mixed views were expressed with regard to interviews. LES Manor street found mock interviews to be useful for both immigrants and some long-standing members of the community, due to lack of experience with interview situations. EPIC argued that immigrants are less familiar with the questions and expected code of behaviour in an interview situation. It was found that immigrants, in general, benefit from assistance that concentrates on interview techniques in the context of well-documented opinion among employers quoting communication skills as the major barrier to the recruitment of non-Irish nationals (Public Appointment Service, 2009). In examining the Construction sector, where many non-Irish people lost their employment, Bobek et al points to the fact that language was not an important factor influencing recruitment opportunities in the sector (sometimes not even for more skilled positions), as most firms hired a person who would act as an interlocutor. Since many Eastern

Europeans were able to communicate with each other at a basic level, the translator was asked to deal with the different nationality groups (Bobek et al, 2008). Since the recession the recruitment process has become more robust. The LES experience illustrates that even Irish people, particularly lower skilled people who worked as craft and trade persons, need assistance in learning about recruitment etiquette.

The 2009 FÁS survey, which hoped to capture the experience and views of participants in training and employment programmes, found that many non-English speaking participants valued their training programme because they improved their reading and writing skills (FÁS Follow-Up Survey 2009). This view is presumably applicable to the local training initiatives that had a communication skills component and were thus allowed to address, somewhat indirectly, language needs.

Good practice

Collaboration between English language course and employment support

Tolka/Finglas partnership provides intensive English classes within the same building as LES Manor street operates: morning and afternoon courses are delivered amounting to 2.5 hours a day. Classes are complemented with some (mainly informal) social activities which clearly add value to the language learning. LES Manor street was able to refer several clients to the service. The intensive classes, along with informal activities, have clearly produced an improvement in the participants' language skills. The co-operation between the guidance counsellor and the English teacher also contributes to responding to the special needs of clients in a coherent manner.

Pre-employment support for victims of trafficking

The DEP runs *Dignity Project* which targets immigrants who were trafficked into Ireland primarily to work in the sex industry. The aim of the Dignity Project is to work towards an integrated, holistic victim-centred approach, including provision of services to those vulnerable to exploitation (women in prostitution), as well as, health services, counselling, accommodation, advocacy services, education, and skills development for victims. The project offers them pre-employment training covering personal development and communication skills to enhance their ability to access the labour market.

Training and work placement

Services

Training courses are mainly offered by FÁS, the National Employment and Training Authority. Although courses are also provided by further education colleges, institutes of technologies, and other voluntary providers. They tend to be short-term in nature and address a particular need for skill development. FÁS training courses include traineeships, bridging/foundation courses, and local training initiatives. LES also sometimes offer grants for people who want to enter a training course. English language courses are not regarded as training courses but are classified as educational courses and therefore could not be supported. However, through the recent establishment of SOLAS, the majority of further education and training courses will be overseen by one organisation. This new structure may allow for direct support of individuals with enrolling to English courses.

*The Back to Education Allowance (BTEA) is a scheme for unemployed people, lone parents and people with disabilities who are getting certain payments from the Department of Social Protection. The scheme is only available for EU nationals and non-EU nationals with Stamp 4 (residency permit). The person must be getting one of the social welfare payments listed below for at least 3 months for second level and 9 months for the third level option **immediately** before starting the course. At postgraduate level only Higher Diploma courses and specifically Diploma in Education are eligible; Master Degree courses cannot be applied for. Furthermore, if already holding a postgraduate qualification, a person cannot qualify for BTEA (Department of Social Welfare, SW 70 Leaflet).*

The Vocational Training Opportunities Scheme offers financial support for unemployed people, particularly early school leavers, in attending basic education and vocational training courses including Junior, Leaving Certificate and training courses at Level 3-5 of the National Framework of Qualification. The scheme is operated by the Vocational Education Committees (www.vtos.ie)

The Community Employment scheme provides the long-term unemployed with the facility of part time or temporary job placement with voluntary and not-for-profit state organisations. This scheme is open to EU nationals and non-EEA nationals with residency (Stamp4) if they have been unemployed for a year and in receipt of social welfare payments. Refugees do not need to be unemployed for a year to avail of the scheme. In July 2011 it was announced that the Community Employment scheme will be managed by the Department of Social Protection.

One of the more recent employment programmes, the Work Placement Programme, is a Government supported programme overseen by FÁS, and brings employers and the unemployed together for a work experience placement for a maximum duration of nine months. Those on placement do not receive payment but may retain their social welfare payments. The New Internship Programme also offers work placements for graduates along with an additional €50 on top of their social welfare payment. Since the scheme was announced recently it was not possible to evaluate its impact on migrant jobseekers. Apart from that, many companies and organisations also offer internship or volunteering opportunities.

Through its EURES department, FÁS organised a number of information sessions aimed at the general immigrant population, and several more designed for specific communities e.g. Polish or Lithuanian. The objective of these events was to inform immigrants about the available employment and training opportunities, and the pertaining requirements. EURES stands for the European Employment Service which facilitates the mobility of EU workers within the European Union including both on-arrival and pre-departure assistance, and there are EURES advisors in each county. While non-EU nationals with residency permit (Stamp 4) can avail of the assistance of FÁS, unlike EU workers, they are not provided with tailored assistance despite of their large numbers (over 70,000 in 2009; Annual Monitoring Report on Integration, 2011). On the whole, the focus of EURES is primarily on-arrival and pre-departure and not on continuous assistance for those migrant jobseekers who decided to stay in Ireland.

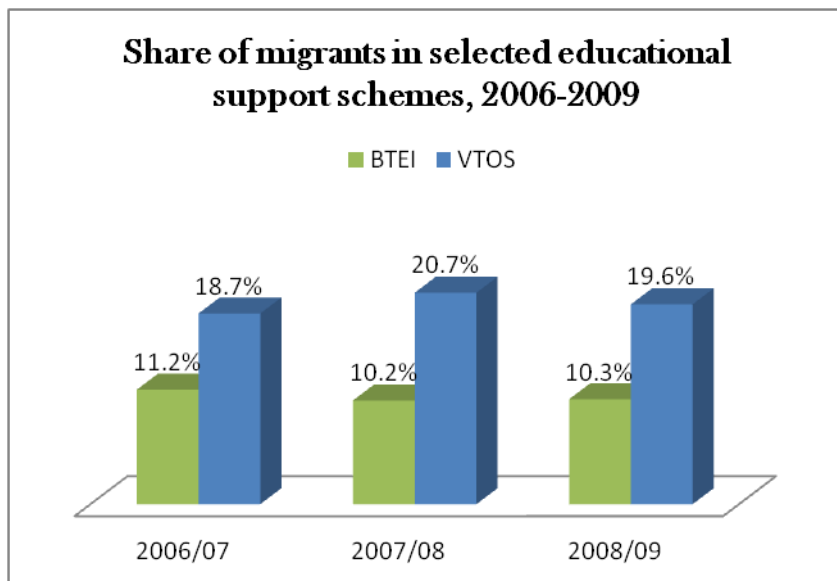
The Local Employment Service employs a Guidance Counsellor who assists jobseekers in drawing up a career plan and subsequently advises them on choosing training and educational courses. EPIC offers

one-on-one assistance in career guidance to prepare and support participants in finding employment or further education and training.

Data on training employment programmes

Eighty-six percent of the foreign nationals surveyed as part of the FÁS programme evaluation participated in training programmes (e.g. *Local Training Initiatives*) as opposed to employment programmes (e.g. *Community Employment Scheme*), compared with less than two thirds (63%) of Irish nationals (FÁS Follow-Up Survey 2009). Foreign nationals rated their programme significantly higher than Irish nationals in terms of helping to improve their reading and writing skills (50% said that it helped them “a lot” compared to 26% of Irish nationals). A breakdown of nationalities revealed that this was attributed to non-EU nationals from non-English speaking countries (i.e. excluding the U.S., Canada, Australia and South Africa) and nationals from the new EU-25 countries.

Around 34% of EPIC clients in 2010 (65 individuals) took up training and educational options following EPIC's assistance. In 2009 the figure was 78 participants representing 43% of placements. With regard to work placements and volunteering, 18 people used this option in 2010 and 9 in 2009.



Source: Intercultural Education Strategy, 2010

As the estimation by the Department of Education shows, a considerable number of participants in the Vocational Training Opportunities Scheme and Back to Education Initiative were immigrants between 2006 and 2009.

Commentary on training and work placement

In 2009 FÁS carried out a Follow-Up survey among people who participated in its training and employment programmes between June and September 2009. Out of 1,367 people surveyed, 9% were non-Irish nationals (FÁS Follow-up Survey 2009). The FÁS survey illustrates that non-Irish nationals have an interest in training programmes rather than employment programmes such as the Community Employment Scheme. The training is valued particularly by non-English speakers for the purpose of improving their writing and reading skills. By the same token, online courses offered by FÁS were

deemed quite accessible and useful for those interested in IT courses. They offer the advantage of starting immediately without a waiting list and studying at their own pace. Furthermore, in this discipline there does not seem to be any barriers regarding recognition of qualification and language skills. Those experienced in this area are familiar with the global terminology and their knowledge can be assessed in a straightforward manner due to the international characteristics of IT.

Dublin-based services providers, who were interviewed for this research, highlighted that training courses in FÁS have long waiting lists and other courses can be expensive. Some jobseekers are discouraged by the waiting time. A Polish client decided to travel home to complete a course due to the fact that it was cheaper and quicker to complete in Poland. LES is allowed to use a Technical Grant for supporting people's access to training, but it is restricted to certain courses, and to €500 per person. Furthermore, certain training centres are not approved by FÁS and there are specific problems with regard to Garda clearance which require a certain length of residency that non-Irish nationals may not have.

Data published as part of the Intercultural Education Strategy demonstrates success by immigrants in qualifying for statutory support in accessing basic, further, higher education, and training courses. Their share among the recipients of the Vocational Training Opportunities Scheme, which aims to raise educational level of those with low levels of qualification (from Junior Certificate to Level 5), is especially worth mentioning. LES Manor street echoed these findings by observing that most non-Irish nationals appreciate the opportunity to receive support in re-training and tend to utilise that option.

As to more general training (and educational) courses, there is currently stronger competition for places due to education and training being a frequently chosen option for many jobseekers. Although there are several good short-term courses advertised as part of the Labour Market Activation Programme, they are often advertised with short notice and may be cancelled. It was also observed that the Programme included a number of experimental courses and is likely to be expanded. It is expected that it will be more structured in the near future to aid career planning. Green industry has attracted a number of former craft/trade persons and good short-term training courses, with regard to green technologies and business, are run by Green-works in the city centre. Concerns were expressed by commentators about the quality and relevance of some of the additional training and educational capacity that was quickly brought on stream (NESC, 2011).

EPIC opined that it may be hard for jobseekers to face the fact that they have to choose the option of training as an interim solution. On the whole, participating in training is beneficial for gaining new skills, staying motivated and preventing gaps in their CV. Nevertheless additional training remains only attractive in the long term if it increases someone's chances in the labour market.

Work experience is often identified as a related barrier to qualification recognition (RIS, 2008). Work experience gained in Ireland on the other hand may mitigate the negative impact of that. However, work experience programmes have been relatively underdeveloped in Ireland while a lack of incentives, such as retaining social welfare payments, also acted against utilising this option. Until 2009 the

Community Employment Scheme (CES) was the only wide-scale work experience programme, which was then complemented by the Work Placement Programme (WPP), and most recently the National Internship Programme. Only 14% of those non-Irish nationals who participated in FÁS programmes in 2009 availed of this work experience option. The data presumably applies to the CES.

The **Community Employment Scheme** is regarded as useful for long-term unemployed people, including immigrants who do not hold good technical and communication skills, but not for highly skilled people. Ideally, it can be used as a stepping stone to some semi-skilled administrative/customer service position. However, its effectiveness in terms of inducing a transition to unsubsidised employment was questioned by some commentators who proposed an evaluation of, and possible amendments to, the scheme (Grubb et al, *Activation Policies in Ireland*, 2009).

The **Work Placement Programme (WPP)**, introduced in 2009, requires a long-term commitment from jobseekers. Several positions advertised are above the normal entry level jobs requiring significant work experience and competence level. While the introduction was welcomed, it was pointed out that the placement does not cover expenses, which may impede participation, while employers do not need to make any commitment with regard to the jobseeker. LES Manor street added that the WPP for non-graduates may be beneficial for those who have little experience in that area; however, the graduate strand is less attractive. Jobsbridge programme was introduced in 2011 and immigrants showed an increased interest in the programme.

EPIC and DEP commented that work placements can offer a safe environment where non-native speakers can **practice English**, learn vocational specific vocabulary, and stay motivated. Notwithstanding its advantages, as the number of long-term unemployed grows, jobseekers are less likely to take a second or third work placement, especially if they are unsure as to the add-on value of the subsequent placement. It was put forward that targeted work placement programmes could be beneficial provided that they concentrate on English and communication skills in professions where non-native speakers have work experience. However, a special scheme has to be designed with care to prevent negative perceptions of targeting immigrants.

Targeted work placement programme for migrant women

Door to Work was a pilot programme run by AkiDwA under the *Equality for Women Measure program*. The initiative brought together employers (public bodies, private companies and NGOs) and unemployed migrant women for a work experience placement of several weeks. *Door to Work* was specifically designed for skilled, qualified migrant women who have been unable to secure Irish work experience in the field of their qualifications. The primary aim of *Door to Work* was to help participants further develop professional skills and gain valuable experience, and for businesses to benefit from participant's knowledge and qualifications.

AkiDwA acted as a facilitator between the candidates and the participating businesses. The programme was open to applications from migrant women for 1.5 months. AkiDwA invited all 34

applicants to one-on-one interviews and assessed them using assessment tools developed by a HR consultancy. All successful candidates were then invited to attend a 2-day Skills Development Course, which increased their job-readiness.

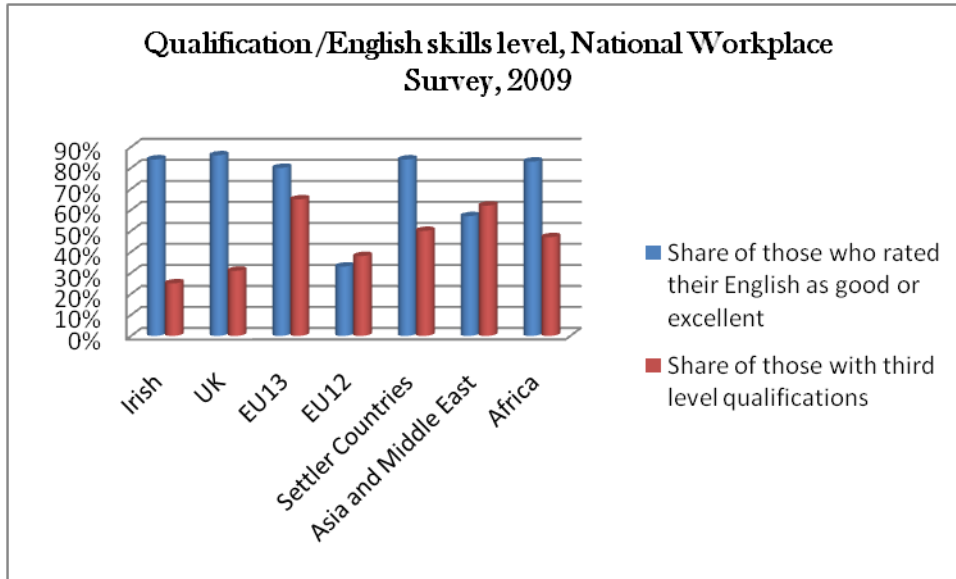
Throughout the project AkiDwA approached approximately 80 employers across various sectors to invite them to participate in Door to Work. 9 migrant women were placed in diverse areas such as administration, customer service, accountancy, marketing, para-legal work, and other fields. The placements lasted from 6 weeks to 3 months; all placements finished by the end of June 2011. AkiDwA offered support to both participants and employers throughout the duration of placements. Furthermore participants were provided with mentoring from a professional mentoring company.

Qualification recognition and quality of employment

Services

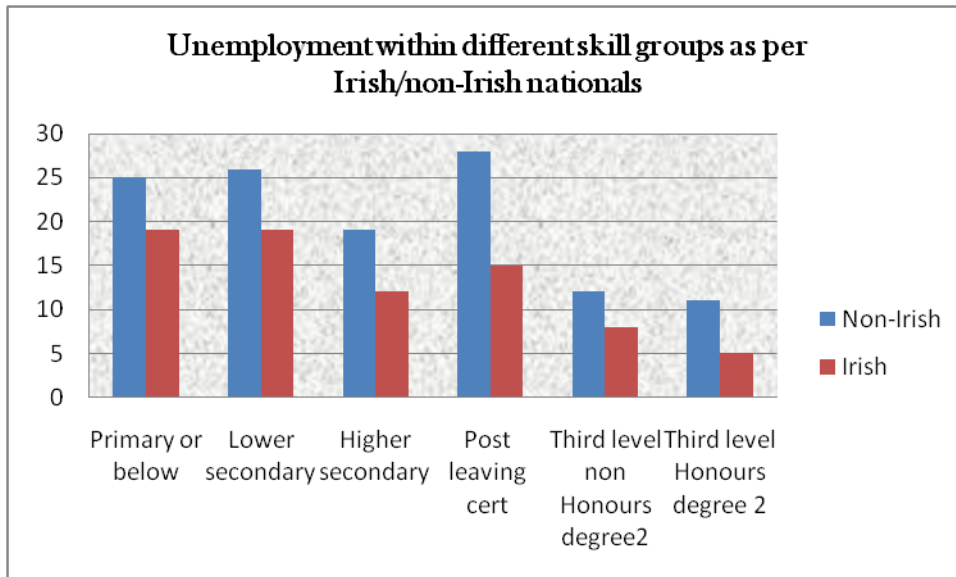
The National Qualification Authority of Ireland provides an information service that helps individuals compare their foreign qualifications with Irish qualifications. The service provides information regarding the foreign qualification held by a person, and compares it to a qualification placed at a particular level on the Irish *National Framework of Qualifications* (NFQ). The *National Framework of Qualifications* is a system comprised of ten levels. It is designed to capture all learning, from the very initial stages to the most advanced. In practice NQAI issues a comparability statement. The service is free of charge but submitted documents have to be translated. Entry to regulated professions is governed by the professional body in question. This may require passing the validation process with the professional body in question, which may entail completing an exam or passing an adaptation period. EU nationals are provided with a more automatic route in a number of regulated professions such as nursing, dentistry, veterinary surgeons, midwives, pharmacists, and architects.

National data on qualification level

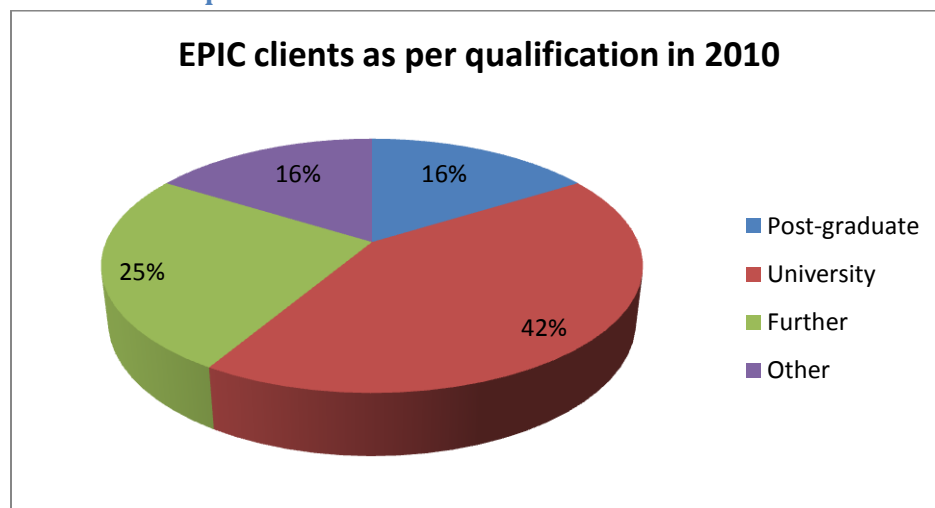


Source: Annual Monitoring Report on Integration 2010, 2011

The Annual Integration Monitor found that non-Irish nationals are more likely feel overqualified for the job, which corresponds earlier finding. Further, it is evident that highly qualified non-Irish nationals were far more likely to become unemployed than Irish nationals with similar levels of qualification (see chart below). This applies both for craft/trade persons and those with third level degrees.



Local data on qualification level



There are a considerable number of jobseekers with high qualifications, irrespective of their nationalities, as a result of the limited opportunities in the labour market. Architects and engineers are some of the more highly qualified people presented to LES in Dublin 7. Locally, the EPIC programme received applications from many highly qualified individuals, with 58% of them holding third-level qualifications in 2010. This might be an indication of a concentration of highly skilled individuals in Dublin.

However, a considerable number of migrants arguably still work in skilled positions in Dublin ranging from doctors, nurses, accountants to IT specialist and engineers. Furthermore, one of Dublin's attractions for multinational companies has been the presence of a multilingual workforce. The overwhelming majority of those non-English speakers are immigrants.

Commentary on the qualification recognition and quality of employment

At the beginning of 2011 it was estimated there were 200,200 non-Irish nationals in employment in Ireland. This is very similar to the estimated number of non-Irish nationals in employment at the end of 2005 (some months earlier than the date of the Census 2006). While there are no exact figures available for the number of non-Irish employed in the Dublin region, it is safe to say that marked shares of the 525,400 people in employment were non-Irish nationals. The National Workplace Survey of Employers confirmed high qualification levels among different non-Irish national groups, with non-EU nationals and EU13 citizens being the most educated groups. However, the survey also illustrated that Accession State Nationals, and people from Asia and the Middle East, were less likely to rate their English as good or excellent.

The barrier to qualification recognition was identified by a number of previous researches (Ni Múrchu, 2007). A link between countries of origin and ease of recognition was suggested since employers and professional bodies seemed to be more familiar with qualifications from certain countries (READI, 2009). Interviews with employers also demonstrated a correlation between the level of skill sought, and efforts made by employers in examining the qualification (Public Appointment Service, 2009). Echoing literature

findings, service providers also experienced that clients chose to hide their qualification in order to prevent limiting their chances as a result of over-qualification. While improvement has been observed since 2004, the small number of vacancies limits opportunities for qualified jobseekers. Inadequate language skills, both real and perceived, might also have a negative influence on employment opportunities.

While there is no large scale data, research and anecdotal evidence suggests that the labour market experiences of migrants in **Dublin** have been segmented: both low-paid jobs, and highly skilled occupations, have been filled by immigrants with perhaps a limited number of people in the middle skilled category (See MRCI, 2007; Annual Monitoring Report on Integration, 2011). It is likely however that immigrants were more successful in finding skilled positions in Dublin than elsewhere due to wider range of employment opportunities due to the concentration of multinationals within high value added sectors, and mostly thriving performance (CLIP, 2010). On the other hand there are many immigrant professionals in Dublin who practise their profession here including doctors, nurses, accountants and IT specialists. The Open Cities project captured the experience of a few of those professionals (Open Cities, 2011). It seems that many of those came to Ireland to enter directly those professions.

The **National Qualification Authority of Ireland (NQAI)** was used for several non-Irish clients with foreign qualifications. It was agreed that that the service has improved since its establishment as the process became quicker and the comparability statement more detailed. In some cases it is however felt that qualifications were not recognised at adequate level. In the experience of LES Manor street, on a number of occasions foreign degrees were accepted only as Bachelor (Ordinary) Degrees (Level 7) and not Honours Degree (Level 8). In Ireland most third level institutions offer Honours Degree Programmes (these can be graded) with DIT offering Ordinary Degree Programme, too. It appears that NQAI felt that the qualifications in questions were not comparable to the general Degree Programmes in Ireland (e.g. not enough credits were taken); a view which was disputed by applicants. This was further exacerbated by the fact that there were no conversion courses available until recently when DIT started offering some bridging courses. However, this is still not typical of many third level institutions. This leaves people with their only option being entering a full-degree course. The further implication of the recognition at Level 7 is that people may not be accepted to Higher Diploma courses where general third level degrees (Honours Degree at Level 8) are preferred. This can jeopardise their claim for Back to Education Allowance (see below).

In recent years, employers have also begun to ask for a **certificate** with regard to general skills required in construction, manufacturing, and other technical type positions (e.g. manual handling or forklift licence). It was pointed out that foreign licences may not be accepted: in one case a Polish client had to take the forklift exam in Ireland for the reason that his foreign licence was not accepted.

With regard to **regulated professions**, length of registration processes, as well as the cost of registration and taking the exam, can constitute a barrier for foreign traded applicants to entering a profession. This was evidenced by an Argentinean client of LES who practiced psychology in their country of origin. The process can be further compounded by the gap in the work experience due to the fact that many

immigrant professionals enter a different, often lower level, occupation in Ireland. LES Manor street recounted that immigrants' difficulty, if wishing to be up-skilled, is that bridging courses are not supported by social welfare, labour market activation programmes or FÁS Grants. DEP emphasised that bridging measures should be more widely available and immigrants should be also incentivised to avail of those measures. EPIC observed that many qualified immigrants who came in the past found a job that was well paid in hospitality and services sector but recently many lost their job. If they wish to return to their original area of qualification they need to upgrade their qualification or gain work experience in that area. A key point emerged from all service providers: the major challenge is to find a means of addressing the gap in qualification recognition.

The Annual Integration Monitor showed that those who were born in Africa, Asia, or the Middle East displayed a much stronger tendency to work part-time or in temporary and casual contracts than Irish nationals. New Accession State Nationals were also more likely to have temporary contracts, although part-time employment accounted for a lower percentage of employees than in any other broad nationality groups including Irish (Annual Integration Monitor, 2010). Again, there is no specific data for Dublin but research suggests that immigrants in Dublin enjoy similar experience (MRCI, 2007). People on temporary contracts are unlikely to progress in the labour market. While some of the respondents might have been students whose residence is short-term in nature, people on temporary contracts have limited chance to progress in the labour market and they are at a higher risk of job loss.

Sectors in focus

National data on sectoral employment

Employment figures for non-Irish nationals in Ireland, Selected industries, Q1 2011

	NACE Sectors	Industry	Constructi on	Wholesale & Retail	Accommod ation & Food	Informatio n & Communic ation	Human Health & Social work	Administ rative & Support
Q1 Jan- March 2011	Non-Irish	40.2	8.9	34.1	25.9	9.6	27.3	11.6
	Total	230.8	107.3	261.7	102.9	70.5	230.3	61.9
	Share of non- Irish	17%	8%	13%	25%	14%	12%	19%

Source: Quarterly Household National Survey, Q1 2011

The main industries employing large number of immigrants were Manufacturing (Industry), Wholesale and Retail, Hospitality, as well as, the Health sector (QHNS, 2010). It is worth looking at sectors like Construction, which employed the most non-Irish workers in 2007, in some detail by analysing the QHNS data and dispensing some of the preliminary findings of the Migrant Careers and Aspirations project by Trinity College Dublin.

Hotel and Catering (including tourism)

Despite the significant loss of employment by non-Irish nationals in the Hotel and Catering sector as indicated above, the industry continues employing a large number of non-Irish nationals. In addition, the sector has retained the highest proportion of non-Irish personnel in its workforce. Within the sector, the share of non-Irish nationals increased from 15% to a striking 30% in the period 2004-2007 and then dropped to 25% by 2011. In the period 2004-2007 the majority of vacancies were filled by New Accession State Nationals but non-EU nationals also increased their presence in the industry considerably. What is important here is that the Hospitality Sector is characterised by the dominance of small and medium enterprises and offers the lowest wages among all services, notwithstanding the increased competition from international chains which are strongly present in the Dublin area. Similarly to Construction, Registered Employment Agreements set out specific minimum wages for various occupations. However, anecdotal evidence, research, and case law of statutory agencies illustrate that wages are not necessarily agreed upon under those guidelines, but rather through negotiations resulting in lower sums for migrant workers and failure to provide holiday pay or overtime premiums (Migrant Right Centre Ireland, 2007). Since the recession, the pressure of cutting costs spurred many of those small and medium-sized businesses to lobby for the abolition of these agreements. Recently announced changes have met some of their concerns; most wage stipulations were abolished with the exception of the adult basic rate and two supplementary rates.

Bobek et al underscores the impact of the large number of low skilled occupation types with half of the jobs being classified as personal and protective services (e.g. waitress, kitchen porter and security guard). Therefore, very few occupations are deemed to be eligible for Work Permits and Green Cards: they are either ineligible or the salaries is not sufficiently high; chefs are one of the notable exceptions. Most of the immigrants working here have been Accession State Nationals or non-EU students. Interestingly, the sector is not only associated with the visible presence of immigrant workers but also a younger workforce with the largest proportion of students among all sectors (Bobek et al, 2008). The negative perception of employment conditions, the high staff turnover cited by Failte Ireland in its report, as well as the preferred flexibility by employers (both in terms of tasks and working hours) may have been the main contributing factors to the unique composition of the workforce (Failte Ireland, 2005). Somewhat surprisingly, most immigrants worked in the hospitality sector full-time relative to the more common occurrence of part-time arrangements among Irish nationals, especially women. The hospitality sector saw a marked increase in the number of workers with third level qualifications while the industry remained dominated by low-skilled work. Thus, it is no surprise that 29% of non-Irish personal and protective service workers held a third level award with many of those working below their skill level (MRCI, 2007). This compares to 16% of Irish workers in the same category (Bobek et al, 2008). Many of those are likely to have made a compromise for the purpose of saving money or learning English although some eventually moved up within their organisation. The last three years have led to many job losses in the sector affecting non-Irish nationals disproportionately.

IT/software sector

The Information and Technology sector has, unlike other sectors, continued to suffer from skill shortages throughout the recession (EGSFN, 2008-2011). It is a fact that Ireland, in 2000, surpassed the

U.S as the world's largest software exporter. What might be less known is the fact that there has been a shift from low-value added activities (packaging, distribution) to enhanced R&D activities with Multinational Companies, as well as, the service oriented work (customer support, maintenance and IT consultancy) by the emerging local indigenous software companies. Many of these companies operate in the Greater Dublin area. Additional IT-related positions were created in other industries, boosting the number of software occupations. These jobs require a mixture of technical and business, or telecommunication skills. While the demand for IT skills grew, the number of Irish graduates decreased between 2000 and 2008. 'It is against this background that software companies increasingly resort to the recruitment of foreign IT professionals' (Krings, 2008; p.4). According to a report by the Expert Group of Future Skill Needs, by 2007 the proportion of migrant workforce in software and IT services reached 22% on average (EGSFN). Importantly, according to most recent data, the number of non-Irish workers in the IT sector has decreased since the end 2007 (QHNS, 2011). Of relevance is that the chairperson of Google, whose headquarter is based in Dublin, stressed the difficulty with hiring suitable candidates in Ireland due to insufficient skills in maths and science. Consequently, the company decided to hire people from non-EU countries, e.g. Russia and Ukraine, but cited the difficulty with the restriction of the employment permit system. This was disputed by Government officials (the Post.ie, July 2011).

Computer Software Occupations in general (and the IT industry in a narrower sense) employed a large number of Old EU nationals and non-EU citizens: these two groups accounted for almost two-third of all software professionals in 2006. As to nationality groups, UK nationals were by far the largest group followed by India, France, Poland, and Germany. The Census also showed that nearly half of foreign IT professionals were employed in highly skilled occupations (computer system managers and software engineers). Due to the presence of multinational IT companies in the Dublin region, many of these professionals are likely to live in the greater Dublin area. The application of an industry-wide certificate put the industry in a much easier position than other industries faced with the assessment of foreign qualifications. The mobility of IT professionals suggests that positions continue becoming vacant and new candidates have to be recruited. Most recent estimates suggest that, since the recession began at the end of 2007, mostly Irish nationals have been hired in this sector (QHNS, 2011). The TDC research found that some IT professionals settle down, but the current anomalies with regard to citizenship and residency (see Active Citizenship section) act as a barrier to this process (Krings, 2008).

Health sector

The health sector was relatively shielded from the recession until early 2011. In 2010 almost every third non-EU nationals was employed in the Health sector (McGinnity et al, 2011). In fact, the Health sector employs many skilled non-EU nationals including doctors, specialists, and nurses. Health care professionals were still on demand and these were some of the few occupations where Employment Permits were issued. It is interesting to note the increase in employment of Irish nationals within the sector between 2007 and 2010 when a similar rise among non-Irish nationals in 2007/2008 was offset by a decline in 2008/2010.

Construction

The Construction sector was a beneficiary of the economic boom and thus has suffered dramatically since the downturn in the economy and housing sector in particular. It was the biggest mainstay of employment growth with many of the vacancies filled by non-Irish nationals and subsequently lost by them since 2008. The sector is dominated by craft-related workers and the still significant presence of small firms and self-employed people notwithstanding the existence of some large enterprises. The increased use of sub-contractors in the last 10 years is worth mentioning here (Bobek et al, 2008). During the boom time increasing revenues were accompanied by increasing wages with wage disparity relatively low in comparison to other sectors. Wages, set out by mainly formal agreements, were higher for manual workers than in most other sectors. Existing evidence suggests that most immigrant employees were paid the statutory minimum wage; however it is debatable if wages stipulated by Registered Employment Agreement were indeed paid to all immigrant workers. TCD research suggests that they were perhaps used as a bargaining counter by employees and that not all immigrant employees secured rates as specified in regulations. In the aftermath of the downturn positions are difficult to come by and up-skilling is needed for some new opportunities (e.g. Green Technology). In the meantime, English language has become a much more important requirement according to the interview with LES.

Manufacturing (Industry) and Wholesale/Retail

Manufacturing and Wholesale/Retail are also characterised by a relatively high concentration of non-Irish nationals, in particular a large number of Accession State Nationals (Annual Integration Monitor, 2011). In spite of significant job losses in both of these sectors they employed the largest number of immigrants in the first three months in 2011. Interestingly, in both of these sectors the share of immigrant workers remained relatively unchanged, with some unfavourable change occurring in the Wholesale/Retail sector. A recent IBEC survey indicated that, while employers were satisfied with the general calibre of Irish graduates, every fourth employer expressed concerns in regard to graduates in engineering related disciplines (Finfacts, 2010).

Access to self-employment

Eligibility

EEA nationals and non-EEA nationals holding a Stamp 4 can set up their business without the need to have a permit. Other non-EEA nationals have to apply for a business permit. They have to produce an initial investment of €200,000 and employ at least two EEA nationals.

Context: Self-employment among immigrants

<i>Self-employment among non-Irish nationals, 2006, 2008, 2009</i>			
Nationality groups/Data source	Census 2006	DIT Survey, 2008	QHNS, 2009
Non-Irish	7.8%	12.60%	7.9%
Irish	17.5%	N/A	19.4%

Source: Census 2006; QHNS, Quarter 4, 2009; Cooney & Flynn, 2008.

Both Census 2006 and the Quarterly Household National Survey in 2009 found that approximately 8% of non-Irish nationals own a business. In contrast, the research carried out by DIT in 2008 arrived at a larger figure: almost 13% of respondents reported business ownership.

Commentary

Self-employment is much lower among the non-Irish community according to the QHNS and Census. It has been argued however that the Census, or the Quarterly Household National Survey, does not capture the correct interpretation of self-employment, and that is why it reports a lower figure of self-employment among immigrants than the research project by DIT in 2008. In addition, immigrant businesses may not have wished to be reported as self-employed. On the other hand, the survey compiled by DIT IME had an innate bias towards ethnic minorities, and targeted four major ethnic groups in Ireland. Therefore, it is likely to arrive at a figure showing a higher portion of self-employment among ethnic minorities and immigrants.

Both DIT IME and Dublin Enterprise Board were convinced that self-employment is just as high among the ethnic community as in the Irish community. A number of potential reasons were identified including the fact that immigrants may be hindered in accessing, and progressing in regular employment, whereas self-employment offers more opportunities. Pinkowski argued in his study that the group of self-employed Irish nationals included a substantial proportion of people in agriculture in contrast with the group of non-Irish people. All things considered, non-Irish people seem less likely start their business; however, the real figures is somewhere higher than the QHNS shows.

The recession especially damaged the prospects of small businesses. Immigrant entrepreneurs were more likely to be affected on account of predominantly owning small businesses that were at the formative stage of their development. Downturn must have contributed to a decrease in business ownership among non-Irish nationals.

Policy issue

A number of commentators described the current business permit system for non-EEA nationals as overly burdensome with prohibitive conditions (Cooney & Flynn, 2008). It was highlighted that most Irish business in Ireland, and Dublin, would be unable to meet either the job creation or the capital requirements (Pinkowski, 2009). DEB nevertheless pointed out that the conditions were put in place in order to prevent non-EEA nationals' arrival with insufficient resources. However, both DIT IME and DEB shared the view that the current Business Permit should be revisited with the intention of creating a more conducive mechanism for aspiring non-EEA nationals whilst also having safeguards in place. The fact that fewer than 100 permits per year are granted, with some years having none issued at all, supports the position of needing to review the current system (OECD, 2008).

Early 2012 the Minister for Justice, Alan Shatter announced the introduction of the new Start-Up Entrepreneur programme which replaces the Business Permission scheme. Successful applicants have to demonstrate sufficient business experience, track record of securing investment or talents which can be used to develop a type of business that is needed in Ireland. They need to have the financial backing of €75,000 through business angels, venture capital providers or a financial institution regulated by the Financial Regulator. Crucially, applicants will not be required to create employment in this developmental stage of the business. In addition, an Immigrant Investor Programme is to be introduced to invite potential investors to live and invest in Ireland (Department of Justice, 2012).

Needs of immigrant entrepreneurs

Context: business opportunities

Recession incurs hardship on many businesses but also provides opportunities for new businesses. This is especially applicable for businesses with export potential.

Many businesses experienced a significant drop in market demand along with a clear shift in the economy from consumer spending to savings. Despite some drop, rent and wages remained relatively high which spurred organisations such as the Chamber to campaign for rent decreases and a review of employment registered orders. The deterioration of conditions led to many business closures since 2008 in Dublin, similar to national experience (CLIP, 2010).

Nevertheless there are sectors which are relatively shielded from the economic downturn such as IT and some services. Food industry and pharmaceuticals reported strong export figures although the majority of those are multinationals and Irish businesses (Enterprise Ireland, 2011). As figures suggested above, despite employment loss in the sectors, the catering industry continues to provide employment for many non-Irish nationals including self-employed people. Nearly 1,000 businesses are registered in Ireland every month (CRO, 2007/2010). While this is down from 2,000 per month in 2007 it indicates that there continue to be new start-ups in Ireland.

Information and advice on setting up business

Services

Dublin Enterprise Board provides training, one-to-one advice, and mentoring for aspiring entrepreneurs including those with an immigrant background.

In 2006 The Institute for Minority Entrepreneurship was set up on the basis that existing support services did not reach out effectively to ethnic entrepreneurs. Most recently the Institute widened its remit to reach out to groups of minorities such as people with disabilities and the LGBT community. It also aimed at providing more continuity by more frequent and intense events in a shorter timeframe.

Data on information and advice on setting up business

Service users of Dublin Enterprise Board include a significant number of immigrants. While they accounted for only a small number a few years back, in 2010 anecdotal evidence suggested that approximately every fifth training participant was a non-Irish national, the majority of which arriving from within the EU. DEB runs the 'Starts your Own Business' Programme every three weeks (9 courses between January and June). DEB also participated in the production of a resource for setting up business in Dublin City: Guide to Enterprise in Dublin City. It contains useful localised information. The resource is also available online.

The Institute for Minority Entrepreneurs has been organising seminars for migrant (aspiring) entrepreneurs. Those include one and two day seminars as well as courses that run through 9-10 weeks. In organising those seminars they collaborated with the Russian Centre and the African Centre and other ethnic groups. Furthermore, they organised a conferences and seminar in conjunction with the Muslim community.

Seminars for ethnic entrepreneurs by DIT , Institute for Minority Entrepreneurs, 2009-2011	
Large nat. group	Top countries of origin
Central Europe	Poland, Slovakia
East Europe	Russia, Lithuania, Latvia, Estonia
Africans	
Asia	Filipino
Attendants of Muslim Business Conference	
Numbers	100+
North Africa	Egypt, Libya, Algeria, Morocco, Tunisia
Middle East	Saudi Arabia
Southern Asia	Pakistan, Bangladesh, Indonesia

Equal Emerge was a development partnership comprised of stakeholders in Dublin, Cork, and Galway. They worked on developing methodologies for nurturing and expanding ethnic businesses, this involved offering training and resources. Due to lack of resources the programme was shelved at the time of writing.

Commentary on needs of immigrant entrepreneurs and support

Earlier research suggested the lack of appropriate information and advice as to how to set up a business (Forum). The fact that almost two thirds of entrepreneurs interviewed by Cooney & Flynn in 2008 were 'business novices' is indicative of the lack of experiences in running a business. Respondents recognised their limitation in business skills such as business planning and marketing. Many of them seek advice from co-ethnics (CLIP, 2010). It was found previously that members of new communities tend to rely on their contacts in their ethnic community, 'ethnic fixers': people who know the system and can help them with starting a business (Cooney & Flynn, 2008). Commentators acknowledged the efforts made by existing support services but it noted that mainstream support services often do not reach ethnic communities. This results in low rates of membership by mainstream business services (CLIP, 2010). The Entrepreneurship Profile Survey in Dublin illustrated that many respondents were unaware of support agencies – with the exception of the Dublin Chamber of Commerce - with only a fifth of them knowing about Dublin Enterprise Board, and 6% being familiar with the Institute of Minority Entrepreneurs (Pinkowski, 2009). Pinkowski also argued that materials should be available in different languages. While this did not happen, the resource, Guide to Enterprise in Dublin City can be described as a positive development which can be used by aspiring immigrant entrepreneurs with sufficient English.

DIT IME underlined that enterprise agencies could be more proactive with reaching out to ethnic communities and using ethnic media. DIT IME itself targeted ethnic communities and managed to reach 175 ethnic minorities over 2008-2010 through its partnership with ethnic communities. DEB examined the possibility of providing training courses for specific groups including offering them in other languages; however, it was concluded that this would not be resource effective considering the number of languages as well as other competing needs. However, DEB organised a training event in conjunction with EURES, FÁS and the Polish Association. On the whole it was concurred that there had been an improvement with regard to targeting ethnic communities. This is mainly based on anecdotal evidence although some ballpark figures were quoted by DEB.

One of the remaining deficiencies of business support is the inadequate co-ordination between agencies including an overlap between their individual remits. This was partly addressed by the production of the Guide to Enterprise in Dublin City. Events which specifically targeted ethnic entrepreneurs, organised by Dublin City Council, were also deemed to be useful as they brought different agencies together in one space. On a large scale, the lack of strategic approach towards enterprise development and support can be described as a negative factor which affects both Irish and non-Irish aspiring entrepreneurs. The Programme for Government mentioned the need to integrate the various enterprise support services into one under the aegis of the local authorities, and to take a more strategic approach toward enterprise development.

It was noted that Ireland has a relatively favourable regulatory environment. Setting up businesses does not involve many official procedures, and licences are not needed in businesses where immigrant intend to undertake a business venture such as wholesale, retail and catering, or consultancy. Business owners are not required to hold a recognised qualification to set up consultancy businesses or services

(hairdresser or cleaning). The best known example is the taxi industry which was deregulated a number of years ago (CLIP, 2010).

A notable exception to deregulation lies within regulated professions. It can be argued that slow recognition process contributes to a missed business opportunity wherein professional immigrant entrepreneurs could have enhanced competition among private medical practitioners, dentists, pharmacists and engineers.

Mentoring and networking

Services

DEB offers a mentoring service for aspiring entrepreneurs. DIT IME provides one-to-one mentoring for course participants who have developed their business ideas or for those who have already established their businesses.

Commentary on mentoring and networking

Lack of business connections and difficulties in gaining trust with Irish customers and suppliers are often quoted as challenges for immigrant entrepreneurs (Cooney & Flynn, 2008; Pinkowski, 2009). It is debatable to what degree it affects business opportunities: the majority of four ethnic groups surveyed by DIT did not report significant discrimination; the most significant group of business actors considered to discriminate were customers (51%). However, a minority (31%) experienced discrimination by suppliers and an example was given of a Dublin-based businessman with an immigrant background (Cooney & Flynn, 2008; Pinkowski, 2009). Dublin Chamber of Commerce posited that it represents a significant leap for businesses when they develop to a stage where they deal with other businesses. This is not without challenges regardless of nationality or ethnicity.

Networking opportunities and mentoring services are therefore especially valuable to this group of business people. The services offered by both DEB and DIT IME must be welcomed. They were found to attract Polish nationals more than other nationalities (CLIP, 2010). There are also a number of active ethnic business organisations operating in Dublin such as the German- Irish Chamber of Industry and the Ireland India Council. Others such as Ireland China Organisation or the Ireland Russia Business Association are bilateral associations of the Irish Exporters Association. As for a mainstream response to the economic crisis, Dublin Chamber of Commerce increased the number of networking events from 70 to 100 per year which also benefits some (although a small number) of ethnic entrepreneurs. As mentioned above, the Chamber did not feel the need to target immigrants specifically but decided to enhance networking opportunities in response to increasing demand by business people in general.

On a practical level, while considerable efforts were made, ongoing practical support and coaching is only offered to a limited number of start-ups. Why the external mentoring service of non-Irish volunteers, offered by Dublin Enterprise Board, has not been requested in recent months is also of interest.

Financial support

Services

DEB offers grant support for start-ups and developing local business with less than 10 employees.

The services are open to all nationalities and indeed services are used by various nationality groups. Immigrants comprise two different groups: EU and non-EU nationals. Financial support can only be given to EU nationals. Non-EU nationals cannot receive a grant unless they have a residency permit (Stamp 4) or a Business Permission.

Enterprise Ireland recently announced a scheme for supporting high-potential start ups.

Commentary on financial support

Regarding general access to finance, DEB observed that the strength of the business plan and the preparation has huge implications for the success of the application. Non-Irish nationals may be at a disadvantage as they tend to be less familiar with the market, especially *when* arrival has been recent. On balance, it was noted that business plans of poor quality are submitted by both Irish and non-Irish nationals for the same reasons: inadequate preparation and undeveloped planning and marketing skills. Start Your Business Course and other skill developments attempt to address that deficit while DEB also refers people to other skill development courses offered by Partnerships.

Access to credit was deemed to be more challenging for ethnic businesses due to several factors including indeterminable credit history (Forum, 2006). Many ethnic entrepreneurs utilise their own savings for starting a new business (Cooney & Flynn, 2008). The importance of micro-credit was mentioned including the ease of access to credit at banks. Nevertheless, the Chamber noted that access to credit had become a central problem for many small businesses which resulted in cash-flow problems. Arguably, the priority is to strengthen financial institutions and access to small scale venture capital in order to provide better credit facilities for all businesses. Again, while significant attention is given to financial support of start-ups, aftercare, such as advice and financial support, is not considered to the same extent.

Language

Commentary on financial support

In the view of DEB the main barrier for immigrants is language, however DEB is not in a position to meet language needs.

Those with language problems are recommended to improve their English through a course. A course with specific business vocabulary would be especially of use according to DEB.

DEB examined the possibility of providing training courses for specific groups including offering them in other languages. However, it was concluded that DEB is not in a position to provide a one-off course for specific groups. The demand for offering regular courses in various languages was also insufficient. Furthermore, if courses are provided in different languages then other groups with special needs should

be also considered. The Business English course offered by Ballsbridge College of Further Education is worth mentioning here.

Quality of self-employment

Data on quality of self-employment

According to the Entrepreneurial Profile Survey of immigrants in Dublin the majority of respondents reported having an income of € 50,000 or less (Pinkowski, 2009). That mirrors the finding of the DIT research which had respondents both in and outside Dublin. Cooney & Flynn found in 2008 that most ethnic entrepreneurs were start-ups, and three quarter of ethnic businesses were not in existence more than two years after being created. Related to that is the fact that the majority of businesses in Ireland are small firms. It also emerged that only a quarter of ethnic businesses were involved in international trade (Cooney & Flynn, 2008).

Services business, financial and other services and construction firms saw a huge expansion of the number of businesses operating in those sectors between 2000 and 2007 (CLIP, 2010). Many of those must have closed down as the recession made its impact on both indigenous and ethnic businesses throughout the last three years. In last year's research Chamber it was noted that they believed ethnic businesses were concentrated in manufacturing and the services sector (CLIP, 2010). The Cooney & Flynn study showed that the Information & Communication Technology sector reported the highest number of ethnic businesses followed by the Catering industry (Food & Accommodation) and Wholesale and Retail sector (Cooney & Flynn, 2008). A considerable number of immigrants owned consultancy and transport businesses. The latter comes as no surprise for those familiar with the taxi industry. It was also found that half of the businesses were run by sole traders and one in three operated as limited company (Cooney & Flynn, 2008).

Almost half of the businesses surveyed in 2008 were located in Dublin. Certain parts of the city centre are known for the strong presence of ethnic retail businesses which diversify the cityscape of Dublin e.g. Chapel and Moore Streets.

Commentary on quality of self-employment

It is in line with international experience that many ethnic businesses tend to be small in size, and concentrate on ethnic customers. It was added that many ethnic businesses have small turnovers which were established in recent years. Their situation was exacerbated by the recession and falling demand for products and services.

DIT IME emphasised that the perception of ethnic entrepreneurship being fixed on corner shops must be challenged. Ethnic business people can limit themselves to their ethnic communities and their potential is not utilised. DEB commented that efforts of individuals are a key aspect to their social integration as well as the expansion of their business opportunities. (However, potential discrimination may hinder their efforts as mentioned in 'Mentoring and Networking' section). The Chinese community was identified as one group whose potential is not been fully utilised. Despite their large numbers they

do not tend to operate general businesses, and they represent a very small number among services users of DEB. Some Eastern Europeans also have similar characteristics; however, there are many others who engage very actively with mainstream society.

It was commented that immigrants are young, highly educated, and possess significant social capital, and this should be harnessed. DIT IME strives to assist high potential start ups with a special emphasis on international trade opportunities. Immigrants in Ireland have great potential to engage in international trade based on their existing contacts in foreign countries. Therefore, both DIT IME and DEB support the view of promoting entrepreneurship amongst ethnic communities for the purpose of boosting international trade. The Chamber did not see the need to initiate any targeted action towards ethnic businesses with trade potential or lead a trade mission to immigrant sending countries. It was felt that this has to formulate organically from the businesses themselves as traditional markets (e.g. UK) still offer the best potential. Accordingly, a trade mission was to be sent to London in May 2011.

Current efforts to link third-level education and business support have to be acknowledged. DIT, UCD and Trinity all took steps to that effect by helping the creation of new businesses (e.g. Nova Centre in UCD). DIT IME posited however that these programmes do not target immigrant students effectively, partly due to immigration restriction for non-EEA nationals (see box below). This is regrettable considering that the return to the economy would offset the cost of education not covered by tuition fees (Pinkowski, 2009).

Policy issue

Since 2007 people on student visas are allowed to stay for six months after their graduation to find employment and secure an employment permit, provided that the position is among the eligible positions. This was extended for one year for those with a post-graduate qualification. However, ex-students are not allowed to set up their own business. It was put forward that policy should facilitate business start-up potential of foreign students ensuring that their knowledge gained through their studies and innovative ideas are not lost.

A report studying US successful businesses in the field of technology and engineering found that many of the owners arrive in the US as a student (Krings, 2008). Pinkowski underlined the fact that 'education provides the preparation that needs incubation' (Pinkowski, 2009, p.53). The new student regime indicated some positive changes by setting out the introduction of a mechanism that would allow students to set up a business without having to leave Ireland (Department of Justice, 2010). This is to consist of passing a rigorous business evaluation test which assesses through the involvement of a panel of business experts whether the prospective business has sufficient potential that justifies it being issued a business permit. It remains to be seen as to how this facility will develop and whether it will contribute to retaining students with the potential to develop a successful business or if it will hinder the establishment of some potential start-ups due to the cumbersome nature of the assessment.

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Social Inclusion: Housing and Health

Housing

Introduction

Housing is a key domain of integration and a basic need for everyone. The length of housing tenure is associated with a sense of settlement. This section will examine housing at different levels, beginning with an examination of homelessness among non-Irish nationals in Dublin. It goes on to explore affordability problems and poverty issues. The following section will analyse the quality and types of rented accommodation used by immigrants. Lastly, rates of homeownership and settlement patterns will be discussed.

Access to shelter (Homelessness)

Homeless people can be divided into two main groups:

- **The visible homeless:** those who sleep rough or who use emergency hostel accommodation
- **The hidden homeless:** those who stay with friends or relatives due to lack of alternative options, or are in institutional care on the basis that they cannot afford to move, (e.g. long-term homeless accommodation).⁵⁰

Homeless services

Section 10 of the 1988 Housing Act empowered Housing Authorities to provide shelter for people experiencing homelessness. Key to the Door – The Homeless Agency Partnership Action Plan on Homelessness in Dublin 2007-2010 aimed at eliminating long-term homelessness and the need to sleep rough in Dublin by 2010.

Since January 2011 accommodation services offered for homeless people have been separate from social welfare support. The **Local Authority Assessment and Placement Unit**, operated by Dublin City Council, organises temporary accommodation for those who sleep rough, are homeless or at risk of homelessness following an initial assessment. The Unit operates a 24-hour emergency helpline. An

⁵⁰ The European Observatory of Homelessness has a more detailed definition of homelessness. However, a detailed analysis of homelessness is beyond the scope of this report.

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officer assesses the person's risk of homelessness, and their connections with the local area. The local authority regards a person homeless if:

- they have nowhere to stay
- they cannot remain where they are because they have no right or because they are at risk of harm
- they cannot pay for their accommodation

The **Homeless Persons Unit**, which is administered by the HSE, continues to process payments under the Supplementary Welfare Allowance Scheme such as Basic Weekly Payment, Add-on payment and Emergency Needs Payment. It also assists people with submitting claims for mainstream social welfare payments. As a rule, Non-Irish nationals are referred to the '**Asylum Seekers and New Communities Unit: Homeless Person Unit Dublin (ASCNU)**' because of the unit's specific expertise on social welfare and immigration rules. This unit is responsible for the delivery of a range of welfare services to homeless non-Irish within the Dublin area.

Focus Ireland and Merchant Quay Ireland opened the Extended Day Service in July 2010 and continued operating it in 2011. In addition, Merchant Quay Ireland has provided support to non-Irish homeless people through its New Communities Support Service through information, advice and referral. Crosscare has offered general information and advice on housing issues for those who are homeless or at risk of homelessness. It also operates homeless shelters. Many of its clients have been migrants. During 2010 and 2011 Dublin City Council operated a Cold Weather Service with a view to offering emergency accommodation for those who did not avail or were denied emergency homeless accommodation.

Since 2011 Depaul has been providing a specific emergency homeless service (bed, food and support) for non-Irish nationals. Crosscare Housing and Welfare Information carried out an outreach service as part of a project supported by Dublin City Council from August to October 2011. The main client group is European migrant workers (both EU and non-EU) who have lost their employment and became destitute. They work closely with the New Communities Unit and the Homeless Agency as well as Barka, a Polish non-governmental organisation.

The Homeless Agency carries out a Rough Sleeper Count on a yearly basis. A more comprehensive assessment of homelessness, and risk of homelessness, is conducted once every three years. In 2010, the agency mapped emergency homeless services in Dublin, and produced a list of services available for the homeless in Dublin.

"The impact of immigration will continue to be monitored in order that any potential impact (e.g. language barriers) on the provision of homeless services is understood and provided for." (*Key to the Door – The Homeless Agency Partnership Action Plan on Homelessness in Dublin 2007-2010*)

Habitual Residency Condition

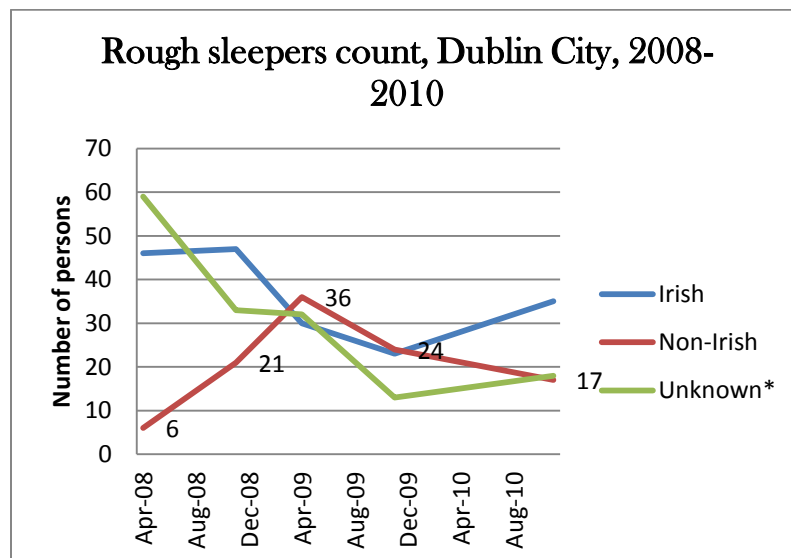
The Habitual Residency Condition is a qualifying condition for social welfare payments which was introduced on 1 May 2004. Five criteria are used by the Department of Social Protection to determine whether a person satisfies the Condition.¹

1. The length and continuity of living in the State or another country
2. The length and reasons for any absence from the State
3. The nature and pattern of the person's employment
4. The person's main centre of interest;
5. The future intentions of the person applying for the social welfare scheme.

Since 2009 applicants also have to establish their right to reside in Ireland in order to be considered for the Habitually Residency Condition. In practice the right to reside is an additional test of the claimant's status and in effect excludes temporary residents such as asylum seekers from meeting the Habitual Residency Condition.

Data on rough sleeping

The **Homeless Agency** carries out a regular count of Rough Sleepers with voluntary homeless services. Many of the respondents do not state their nationality. It can be tentatively concluded that a number of those people may be non-Irish nationals. It can be seen from the graph below, that non-Irish nationals constitute a considerable proportion of the homeless on the streets of Dublin.



Source: Homeless Agency

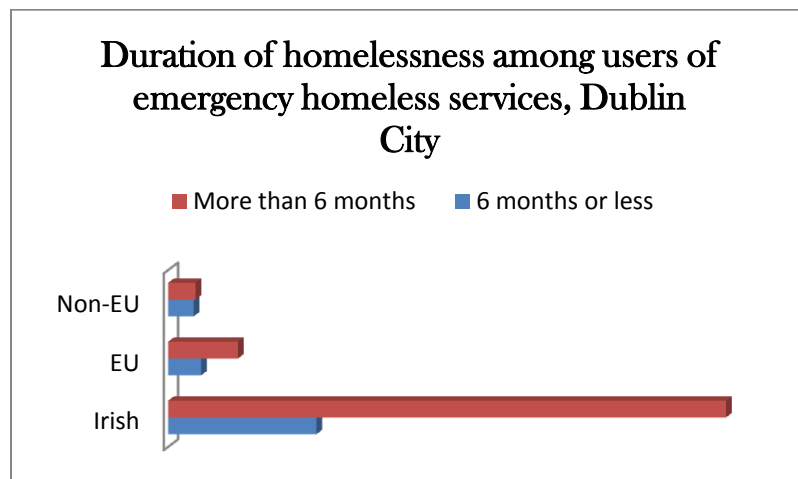
Key data on homeless services

Broad nat. group of homeless service users in 2010

Irish	843	81%
Non-Irish	197	19%
Total	1040	100%

Source: Homeless Agency, 2011

As the table shows, non-Irish nationals accounted for approximately one fifth of emergency homeless service-users in Dublin City in 2010. This is somewhat higher than the estimated share of migrants in the population (based on preliminary Census 2011 figures). Further figures show that while the majority of homeless EU and Irish nationals had reported being homeless for more than 6 months, the number of non-EU nationals who were homeless less than six months and those who were homeless longer are almost identical. The long term homeless among the EU population is a particular concern as this represents a shift from short-term homelessness reported in the early years of accession of Central and Eastern European countries.



Source: Homeless Agency, 2011

Examining nationality groups, it can be seen that Accession State Nationals (Polish, Lithuanian and Latvian) dominate the group of non-Irish nationals using emergency homeless services: every second homeless service user surveyed had arrived from these countries. African service users and old EU nationals (EU 15) accounted for approximately one fifth of the non-Irish population in question, respectively. Polish nationals were the second biggest single nationality group recorded after Irish, followed by UK nationals, Romanians, Lithuanians and Nigerians.

Nationality breakdown of non-Irish nationals using emergency homeless services, 2010	
Broad nat. groups	Share
EU15	20%
EU AC12	48%
Other European	4%
African	23%
Asians	3%
South Americans	2%
Total non-Irish	100%

Source: Homeless Agency, 2011

Commentary on homelessness and rough sleeping

The **Homeless Agency** has monitored the use of homeless services by foreign nationals since 2005). It observed a shift from migrants using only food services in 2006 to the majority of them availing of emergency accommodation in 2008 (Homeless Agency, 2008).⁵¹ According to the experience of Crosscare and the Homeless Agency, the extent of actual homelessness (rough sleeping or emergency accommodation) remained largely static since 2008.⁵² Since then some decrease in the number of non-Irish nationals sleeping rough was shown by the Rough Sleeper Count but not by the subsequent reports on homeless services users (Homeless Agency 2008 and 2011).

The summer survey of emergency homeless services in 2010 found that approximately every fifth emergency homeless service user is a non-Irish national (Homeless Agency, 2011). Similarly, Merchant Quay Ireland through its Extended Day Services (food, crisis support and advice) and the New Communities Support Service assisted a marked number of service users who were non-Irish nationals: more than every third visits to the service were by non-Irish nationals (Focus Ireland & ICI, 2012). The summer survey indicates that although non-Irish nationals are more likely to have been homeless over shorter periods, namely in the last six months, than Irish nationals, a substantial number of them, particularly EU nationals, reported using emergency homeless services, or sleeping rough, over longer periods. Only a small number of non-Irish nationals were counted in transitional and long-term accommodation. On balance, rough sleeping affects a minority of immigrants classified as homeless; however, 'houselessness', a term for the homeless staying in institutions or with friends, remains a considerable risk among non-Irish nationals. In reducing the number of rough sleepers among migrants a key role was played by the Cold Weather Service and later by the Charlemont Hostel operated by Depaul.

⁵¹ Comparable data between 2006 and 2008 exist with regard to EU nationals (Away from Home and Homelessness, 2006; Counted In, 2008).

⁵² Both the *Counted In* survey of homeless services in 2008 and the 2010 Summer Survey of emergency homeless services found that the share of rough sleepers among homeless service users surveyed was 12%. It is important to note the first survey was more comprehensive and direct comparison cannot be made between the two surveys.

Monitoring Integration in Dublin City 2010: A Service Providers' View

In terms of gender, 83% of EU national respondents were men, relative to 69% of Irish nationals and 49% of non-EU nationals (Homeless Agency, 2011). Statistics show that homelessness affects a wide variety of nationalities. A small number of non-EU citizens had refugee status or hold a permission to remain in Ireland, presumably what is termed as leave to remain.⁵³ While a small number of individuals, it deserves mentioning that the members of this group received from protection from the state or they were allowed to stay on humanitarian grounds (with some exception) yet became destitute. Furthermore, it is of note that 14 % of the number of all emergency homeless service users (including Irish) surveyed in 2010 arrived from the EU and the EEA. These are people who hold identical entitlements to Irish nationals in regard to accessing employment, with the exception of Romanian and Bulgarian nationals.

The most recent study of migrant homelessness in Dublin reiterated that the lack of strong social network is a major factor in becoming homeless. *“ In addition, the stigma and embarrassment of homelessness has led some participants to withdraw from contacts and networks that could support them, both in Ireland and their country of origin (Focus Ireland & ICI, 2012; p. 14)”*. The lack of social support is compounded by lack of income to pay for accommodation as a result of unemployment and not having access to social welfare payments.

Three most frequently quoted income source by homeless respondents, 2010			
	Irish	EU	Non-EU
Jobseeker Allowance	214	8	12
Disability Payment	265	19	2
HSE/CWO/HPU- SWA	134	11	12

Source: Homeless Agency, 2011

It emerged that only a minority of immigrant homeless respondents received social welfare payments. This is in striking contrast to the number of Irish nationals who received jobseekers allowance, disability and other payments managed by Community Welfare Officers in the HSE. This mirrors the observation of organisations interviewed, who claimed that many non-Irish homeless persons are without social welfare payments. This is possibly due to individuals not being aware of their entitlements, or having their applications refused. The smaller number of disability claims may also account for the low number of social welfare recipients among homeless immigrants.

Crosscare and **The Homeless Agency** noted that, as a result of the Habitual Residency Condition, a number of non-Irish nationals cannot access homeless services apart from emergency shelters. While there is no policy, the practice has been that clients with no entitlement to mainstream social welfare payments (and/or to permission to reside in Ireland) are accommodated on a nightly basis (Closing

⁵³ There were also some students represented.

Monitoring Integration in Dublin City 2010: A Service Providers' View

Chester House Report, 2011). Subsequently, the vision of *A Key to the Door*, which stated that 'all people who are homeless will be assisted into appropriate housing' may not be realized. In reviewing the emergency homeless services in Dublin, The Homeless Agency noted:

"Furthermore, the inability of some migrants to access social welfare payments and transfers due to the implementation of habitual residence conditions is likely to further increase reliance on emergency homeless services by migrants, including returned, formerly emigrant Irish nationals (Homeless Agency, 2011, p.18.)"

The recently published report on migrants' experience with the social protection system offered further strong evidence that migrants may be refused social protection and subsequently homeless support wrongly at first instance (Crosscare, 2012). In the evaluation of the Cold Weather Initiative, it was put forward that a subsistence payment and accommodation should be made available to those awaiting the outcome of their appeals. Furthermore, a key finding of a number of studies is that people often had employment, but had no records of it, which jeopardised their social welfare claims (Chester Housing Closing Report, 2011; O'Sullivan, 2010). Identical finding was made by a recent study, 'Migrants experiences of homelessness in Dublin' (Focus Ireland & ICI, 2012). What further complicates the situation, according to **Threshold** and **Crosscare**, is that many non-Irish nationals felt uncomfortable using the dedicated emergency homeless service operated by the New Communities Unit. Several clients felt that they were actively encouraged to leave Ireland and did not find the services supportive. It was also suggested however that in cases where people have no right to reside, departure is a valid option to offer. The evaluation report of the **Cold Weather Initiative (see box below)** identified two conflicting concerns: the inadequate use of the emergency accommodation system over a long period, and the difficulty with enforcing repatriation (along with human rights concerns), especially in the case of EU (EEA) nationals (Chester House Closing Report, 2011).

Dublin City Council took steps in establishing a collaborative approach with a view to both prevent migrants becoming homeless and identifying solutions for those who have been using emergency accommodation over a long period. The partnership formed in the **Cold Weather Initiative**, between the New Communities Unit (operating under the Department of Social Protection), Dublin City Council (formerly Homeless Agency, now Dublin Region Homeless Executive) and Crosscare, led to the establishment of an ongoing inter-agency platform. The emergency homeless service offered by Depaul since July 2011 has negated the need for the operation of the Cold Weather Initiative. The majority of those clients are referred through the emergency phone line operated by Dublin City Council, with a lot of them staying in the hostel for a long period. Crosscare operated an outreach service for a period of three months.

The Migrant Reconnection Programme was initiated by Dublin City Council, Mendicity Institution and Barka (Polish NGO) in response to the large number of immigrants, mainly Accession State Nationals, who had used emergency homeless service and were unable to progress to long term solutions. It was recognised that the best option for this group in most cases is to assist their return and re-integration within their countries of origin through a partnership between the statutory and community organisations. That however requires careful negotiations with clients who may be reluctant to return to

Ireland. 'Migrants' experiences of homelessness in Dublin' suggested that their reluctance can be explained by stigma and their fear of remaining jobless and possibly homeless in their countries of origin (Focus Ireland & ICI, 2012).

Solution is particularly needed in light of the fact that recently it was found that addiction problems appear among some migrant homeless people, who, unlike the Irish homeless population, seemed much less likely to display those problems prior to their homelessness (O'Sullivan, 2010; Focus Ireland & ICI, 2012).

Policy issue: Habitual Residency Condition

It was noted by a number of commentators that the Habitual Residency Condition, regulating access to many social welfare payments, are applied inconsistently. The application of the Habitual Residency Conditions is also complicated by the fact that a number of applicants did not have a clear history of their employment, jeopardising their claim (Chester House Closing Report, 2011). The denial of social welfare application was a strong factor in migrants becoming homeless or being at risk of homelessness.

A large number of appeals were successful: in 2011 two out of every five decisions involving the Habitual Residency Condition (HRC) were overturned (PQ 394/2012). The overwhelming majority of those cases relate to non-Irish nationals (Crosscare, 2012). The appeal process is time consuming however, and several migrants were without payments for a lengthy period. This is partly because they were not aware of the existence of Community Welfare Officers (CWO) but also because they may have been refused Supplementary Welfare Allowance, allocated by CWOs (Crosscare, 2012; VRC, 2010). The high success rate on appeal underlines the need to improve first-instance decision making. It is hoped that the new guidelines issued in mid 2011 has improved decision making. However, the information on EEA workers (EU with Norway and Lichtenstein) has been described as 'misleading and inaccurate' by NGOs. It was put forward that the publication of appeal decisions with a positive outcome would bring greater clarity for both officers and advocacy organisations (Crosscare, 2012). There is also a need to improve knowledge levels around qualifying criteria for social welfare payments outside HRC and entitlements attached to various immigration statuses. Crosscare with other NGOs argued for improved training of officials and the establishment of a Migrant Consultative Forum drawing on positive experience with the Disability Forum (Crosscare, 2012; The Integration Centre, 2011). The Minister signalled her support to the recommendation (Joan Burton speech at launch, February 21, 2012).

Good practice

Cold Weather Initiative and Charlemont homeless service

In 2009 the Homeless Agency, in collaboration Dublin City Council and **Crosscare**, set up the **Cold Weather Initiative** with a view to operating a fully inclusive service during the cold weather period. This was aimed at people who were sleeping rough and not engaging with emergency accommodation providers. The initiative was repeated from 5th **November 2010- May 2011**.

In 2011 a profiling exercise was carried by Crosscare in conjunction with Dublin City Council. Importantly, **the majority** of service users (approx. **71 %**), were reported to be **non-Irish nationals** (Chester House Closing Report, 2011). This may be explained by their unrestricted access to the new

service, and their unwillingness to engage with the New Communities Unit. All non-Irish nationals, bar three, were male users, in contrast to a more balanced composition of Irish users (40% of whom were female). According to an interview with a panel of 30 non-Irish nationals, many had relatively complex social welfare cases with a majority being refused in the first instance. Of concern is a small group whose entitlements were quickly established, although they had not previously applied for social welfare payments. The third grouping identified by the report consisted of people who clearly were not entitled to payments, and therefore did not qualify for long-term homeless support.

It is of note that 7 of the 30 people interviewed had previously furnished claims for social welfare which appeared to have merits for review. The New Communities Unit was willing to engage with this group through partnerships with Dublin City Council and Crosscare. Subsequently, they were provided with accommodation and emergency payment in the interim period. Four people secured payments by the end of this initiative (Chester House Closing Report, 2011).

From July 2011 Depaul has been running the emergency hostel in Charlemont street offering service for non-Irish nationals specifically. Similarly to the Cold Weather Initiative, it allowed people stay in hostel over a long period. Many of those people, mainly EU nationals, are otherwise only entitled for temporary emergency accommodation on a nightly basis.

Affordability and support with housing options

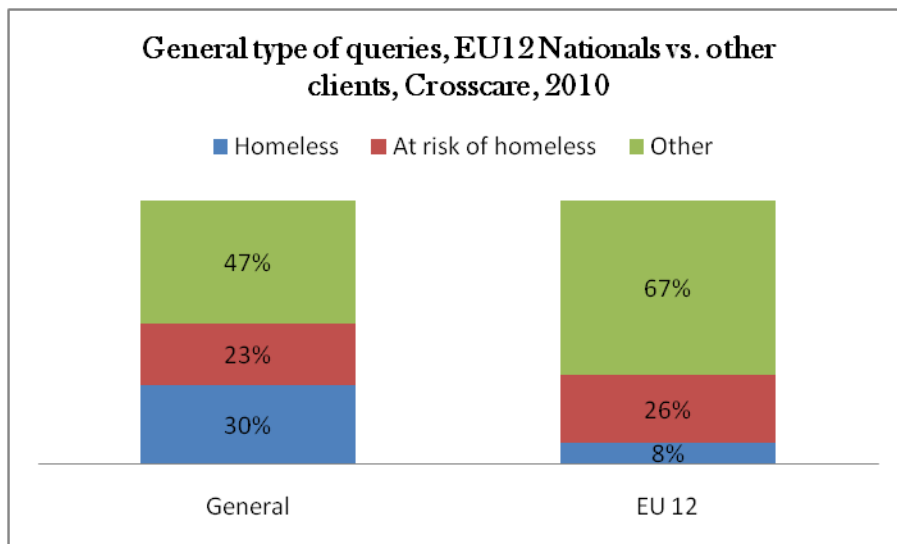
Services

Crosscare and Threshold assist non-Irish nationals at risk of homelessness through their information and advocacy work. People are considered to be at risk of homelessness when their accommodation is insecure. The most likely reason is that they can't afford their rent payments. This includes liaising with Community Welfare Officers, Social Welfare Offices, private landlords, local authorities and voluntary housing associations. Much of the casework is centred upon meeting the Habitual Residency Condition which regulates access to a range of social welfare payments including rent allowance and jobseeker payments. In addition to that, these agencies assist clients with finding appropriate housing options, such as private rented accommodation or social housing.

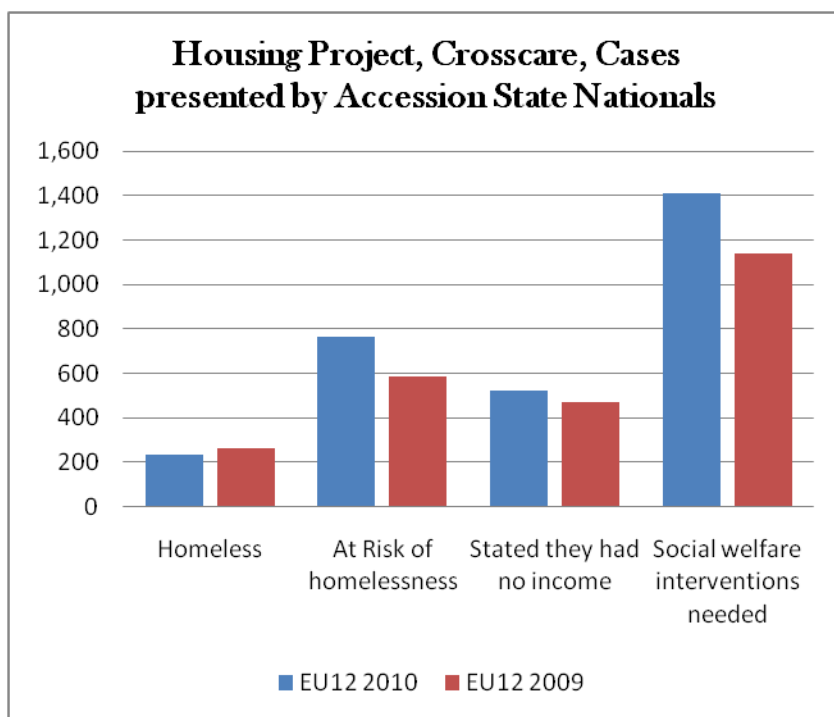
The Access Housing Unit within Threshold was set up to provide long-term assistance for people who are homeless or at risk of homelessness. This involves setting up viewings, visiting accommodation, helping clients fill in a rent supplement forms and accompanying them to Community Welfare Offices. They also offer follow-up support: liaising with landlords and providing tenancy sustainment. The Non-Irish Liaison officer also directly assists clients (see below).

Key data on affordability problems

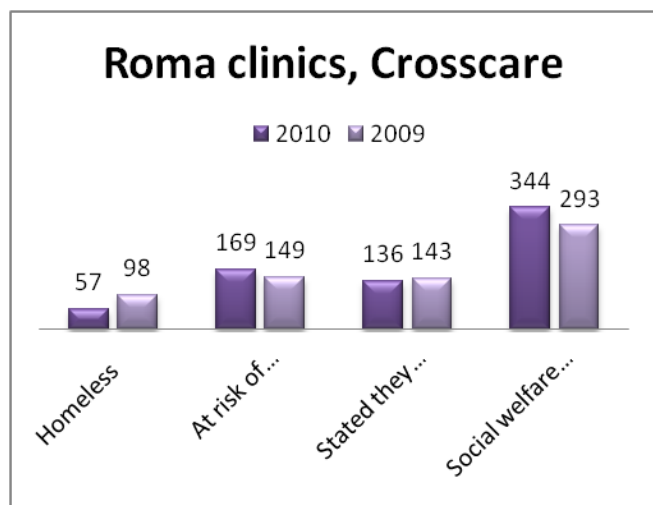
Crosscare provides migrants with housing information in Dublin. In 2010 they dealt with 2,520 Accession State Nationals, with most clients arriving from **Poland, Romania, Lithuania and Slovakia**.



Source: Crosscare, 2011



It is also clear from Crosscare data, that more clients from the Accession States were at risk of homelessness than were homeless. There was an increase between 2009- 2010 in the number of people who were at risk of homelessness or reported no income. A similar observation can be made about Roma clients. Although many clients had somewhere to stay in 2010, the insecurity of their accommodation and the possibility of them becoming homeless are of concern.



In 2009 **Threshold** assisted 51 people in securing accommodation through its Access Housing Unit. 6 of who were non-Irish nationals. They were helped to secure supported local authority and voluntary housing.

Rent supplement regulations

People may get **Rent Supplement** if:

1. *they have been living for 6 months (183 days) out of the last 12 months in one, or a combination, of the following:*
 - *Accommodation for homeless people*
 - *Private rented accommodation. Applicants must be able to show that they could afford the rent at the beginning of their tenancy but are currently unable to do so because of a change in their circumstances.*
 - *They have been assessed in the last 12 months by a local authority as being eligible for, and in need of social housing. If candidates refuse the second offer of local authority housing, they lose entitlement to rent supplements.*
2. *Pass the Habitual Residency Test*
3. *Pass a Means Test*

The amount of Rent Supplement will be calculated by a Community Welfare Officer (CWO) and will generally ensure that the income, after paying rent, does not fall below a minimum level.¹ The rent paid to the landlord is made up of contribution and Rent supplement. This must not be above the maximum rent level set for the county or area.

Data on rents and rent supplement

According to the reports prepared by Daft, rents in Dublin fell sharply between the Second Quarter of 2007 and the Fourth Quarter of 2009. Throughout 2010 rents were largely static in Dublin City in Q4 (yearly change 0.3%), although they rose in Dublin city centre by 2.8 % and fell 1.7% in the North city area (Daft report, Quarter 4, 2010).

Average rent, Dublin City			
	City Centre	South Dublin City	North Dublin City
2010 House	€1,184	€1,113	€985
2010 Single	€397	€359	€321
2010 Double	€501	€471	€413

Source: Daft report, 2011

Social housing services

Local authorities are responsible for providing social housing for those who cannot afford private housing. Each housing authority is required, under the Housing Act, 1988, and the Housing Act (Miscellaneous Provisions) 2009, to carry out periodic assessments of persons who require housing and are unable to provide it from their own resources. The assessments cover the needs that can be met by each local authority or through options such as the Rental Accommodation Scheme. As part of this scheme, local authorities enter into direct contracts with landlords, usually for a minimum of 4 years. Housing associations, (sometimes called 'voluntary housing' or 'voluntary housing associations'), and housing cooperatives also provide social housing directly. Applicants are means-tested and required to meet the Habitual Residency Condition.

The new Social Housing Regulations were adopted in April 2011 in pursuant of Housing Act 2009 (S.I. 84 of 2011). Households may apply for local authority housing if they are resident in the authority's functional area or if they can demonstrate local connection to the area. The stipulations in regard to the local connection requirement are: continuous five year residency, place of employment, full-time education, medical/residential establishment attended by the applicant, and having a relative of a household member who has resided in that area for 2 years. The new regulations set income limits of €25,000 per person in Dublin City. In addition, households are ineligible if they can be reasonably expected to use alternative accommodation.

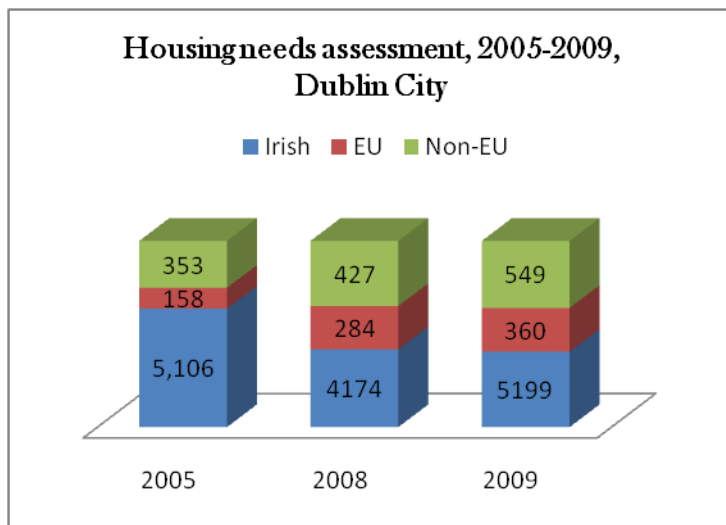
Policy issue: Social housing rules

The legislation on social housing does not make a distinction between Irish and non-Irish nationals. Curiously enough, the standard application form appended to the regulation specifies that *non-EEA nationals* have to produce proof of five year residency, where applicable, by showing Stamp 4 registration in their passports for the last five years. This is also mentioned in the Guidance Note to the Regulation (Department of Environment, 2011). The note states that requirement does not apply to refugees, or beneficiaries of subsidiary protection and their family members. It is difficult to see what the legal ground was for specifying five years residency for non-EEA nationals who have been granted permission to remain in Ireland. It seemed disproportionate that non-EEA nationals must spend five years (retrospective requirement) on Stamp 4 residency permits prior to their applications.

In late 2011 the policy was reviewed and the new regulations seem to be fairer and more nuanced giving equal consideration to the different types of residencies with reference to eligibility for social housing (Department of Environment, 2011b). That said, many people with leave to remain status and some Irish spouse of non-EEA nationals continue to be ineligible.⁵⁴ The refusal may jeopardise their rent supplement claim and put them at risk of homelessness⁵⁵.

Data on social housing needs

According to figures in 2008, a notable number of non-Irish nationals were deemed to be in need of long term social housing.



Source: Department of Environment and Local Government

With regard to allocation, it is clear from the table below supply does not meet demand. That affects both Irish and non-Irish nationals (detailed nationality breakdown for allocation is not available).

	Housing	Transfer	Total
2008	1001	1050	2051
2010	483	554	1035

Source: Dublin City Council, Housing Department

Commentary on affordability of, and support with, housing options

Statistics from the Housing & Welfare Services at Crosscare indicate that there are an increasing number of issues contributing to homelessness, and that more interventions are needed to attend to social welfare difficulties. Job losses and social welfare refusals require crisis interventions in order to avoid homelessness.

⁵⁴ Irish spouse of non-EEA nationals are not eligible for social housing where the non-EEA national would not qualify as a single person

⁵⁵ Time spent in the asylum system does not count as eligible residence for the purpose of social housing.

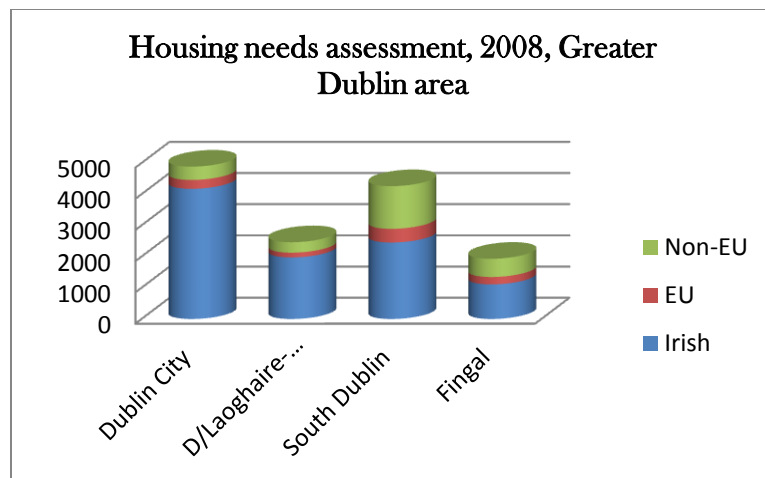
Threshold reported in 2010 that there were numbers of non-Irish nationals who were unable to pay rent and were threatened with evictions, but had not yet moved out. There was also a rise in the number of people either being refused rent supplement, or having their rent supplement stopped. This is in line with Crosscare's experience, showing an increasing risk of homelessness. Crosscare's largest client group consists of those in need of assistance with social welfare and community welfare payments, including many who have no income. This group is arguably at risk of poverty.

<i>Maximum rents eligible for rent supplement in Dublin City</i>						
Single person sharing	Couple sharing	Single person	Couple with no children	Couple/Lo ne parent with a child	Couple/Lo ne parent with 2 children	Couple/Lo ne parent with 3 children
€390	€400	€529	€800	€930	€1,050	€1,100

Source: Department of Social Welfare

Threshold noted that while rent supplements decreased from May 2009, this was not reflected in the drop in rent prices, which stabilised in 2010 after a fall in prices between 2007 and 2009. Tenants were required to re-negotiate their rent payments and, according to research, only 35% of landlords reduced rents accordingly (Threshold, 2009). Renegotiation posed particular problems for immigrants with inadequate English. Almost half of rent supplement clients in Threshold were required to pay additional top-ups in 2009. These contributions above the statutory requirement were not disclosed to social welfare offices, and prevented applicants from staying within the prescribed 'rent cap' (Threshold, 2010). Subsequently, rent supplements contributed to the stabilisation of rent prices in Dublin, which is contrary to what the changes had intended to achieve. Threshold put forward its proposal that rent supplement should be paid directly to tenants (Threshold, 2009). The major problem is that the rent supplement was established to meet short-term housing needs, but it prevents recipients from progressing to long-term solutions. This was acknowledged by the Departmental Working Group on the Review of the Supplementary Welfare Scheme. The Rental Accommodation Scheme was deemed a more suitable vehicle to assist people into long-term accommodation but its participants to date only represent a minority of those eligible for social housing and as a consequence for rent supplement (Crosscare, 2008).

Interestingly, the share of non-Irish nationals on the local authority housing list corresponds to their estimated 15% share in the Dublin population. In Finglas and South Dublin local authorities non-Irish nationals represented a higher percentage of social housing applicants.



Source: Department of Environment, 2009

The majority of people on the housing list appear not to have the resources to secure long-term accommodation, and income is a major factor in eligibility for social housing. These figures highlight the affordability problem for both Irish and non-Irish nationals.⁵⁶ When interpreting figures, it should not be forgotten that many applicants have family members to support. The prolonged recession, and its impact on the housing needs of the entire population, will probably continue to increase risk of poverty. Even those who qualify for social housing often wait very long periods before they are accommodated. Recent years have been characterised by the *dichotomy* of lessening outputs and increased demands for social housing. This unfavourably affects both Irish and non-Irish nationals.

Good practice

Since 2008, **Crosscare has run** information clinics in the Romanian, Roma and Polish languages. In practice, volunteer Polish interpreters are used, a prime example of providing interpretation services through community support. In addition, the Roma and Romanian communities are assisted by interpreters who also offer mediation services. The service can thus offer culturally sensitive assistance in the clients' language. Mediation skills are particularly useful when communication is hindered by both language deficiencies and cultural differences.⁵⁷ Also, the Housing and Welfare service strongly collaborates with both the Homeless Services and the Migrant Project. **Threshold** appointed a specific Non-Irish National Liaison Officer who specialises in issues affecting non-Irish nationals. As a result, a significant number of immigrants receive tailored support.

Crosscare leads a coalition of community and voluntary organisations, including Threshold, which provides advice and advocacy on the Habitual Residency Condition. This group has gained clarification on the application of the Condition, and has established a common position for appealing decisions. Many of the coalition members (i.e: Crosscare, Threshold, Cairde and The Integration Centre) have succeeded in appealing decisions. The coalition, which also include Doras Luimni and Nasc based outside

⁵⁶ It can be tentatively concluded that a group of applicants may apply for social housing in order to qualify for rent supplement. Nevertheless, they are still required to pass the means test.

⁵⁷ See Health section

Dublin, offered active support in the production a recent study analysing the experience of immigrants with the social protection system, 'Person or Number' (Crosscare, 2012).

Quality and type of rented accommodation

Services

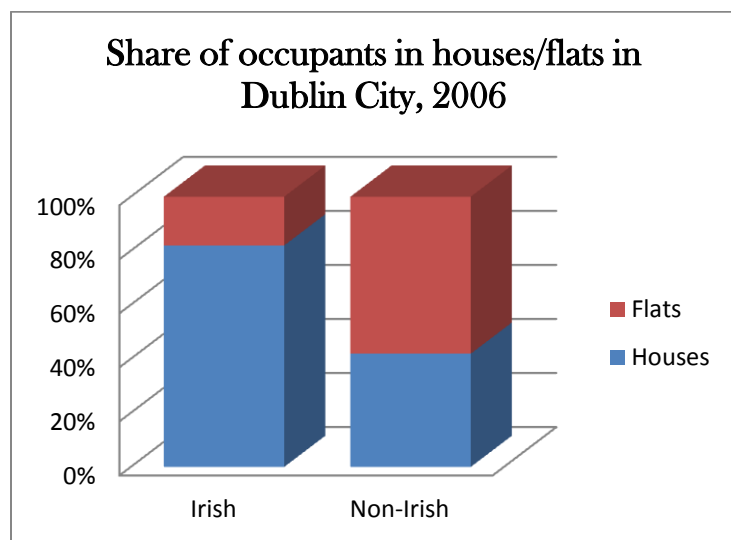
Threshold provides information and advice for people living in rented accommodation, (i.e. deposit retention, maintenance problems, etc...) and liaises with landlords/agents when necessary.

Approximately every third client of Threshold was a non-Irish national in 2009 and 2010.

Data on quality of accommodation

5% of non-Irish nationals stayed in bed-sits in Dublin City on the night of Census 2006, in contrast to less than 1% of Irish nationals. Further data show that non-EU nationals were more likely to live in bed-sits (6%) than EU nationals (4%).

Less than two fifths of non-Irish nationals (37%) lived in houses in Dublin City in 2006, in comparison to almost four fifths (79%) of Irish nationals.



*- include Irish (majority) as well as several other nationalities which are represented in smaller numbers.

Threshold had many clients who reported poor standards of accommodation, citing dampness, leaks and electricity failure. A survey of non-Irish tenants a year earlier indicated that in many cases landlords failed to carry out maintenance (Threshold, 2009b). Dublin City Council routinely carries out environmental health inspections of private rented accommodation examining structural conditions, sanitary and heating facilities, lighting, and fire safety, refuse storage, electricity and gas. In 2009, improvement letters were issued for 41% of the houses inspected (Dept. of Environment, 2011).

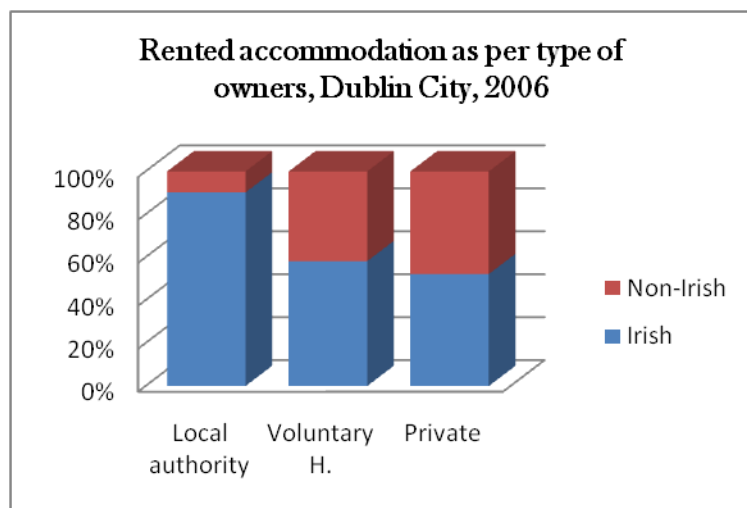
34% of Threshold clients belonged to nine non-Irish nationality groups such as Poland, UK, Nigeria and Lithuania in 2009. Deposit retention remained a major problem for tenants in the private sector. In 2008, **every second person** who complained about deposit retention was a non-Irish national (Threshold, 2009). While there are no exact figures for 2010, it was estimated that many of those affected were immigrants. In addition, clients of the Vincentian Refugee Centre, mostly refugees, had similar problems with deposit retention but they also noted difficulty with dealing with utility companies (VRC, 2010).

Threshold clients as per top non-Irish nat.	
Poland	704
UK	234
Nigeria	155
Lithuania	84
Italy	74
Spain	73
Germany	61
France	57
USA	55
Total nine nat.	1497
Share of top non-Irish groups	34%
Others incl. Irish	2906
Total of all nat.	4403

Source: Threshold, 2009

Data on type of renting

Non-Irish nationals occupied approximately half of the private rented market in 2006. Interestingly, they also made up a substantial proportion of people in voluntary housing. In addition to that, they represented 10% of people in local authority housing.



Commentary on quality and type of rented accommodation

The low quality of rented accommodation affects immigrants significantly, as they represented almost half of the rental market in 2006 and a third of Threshold client base in 2009 (almost 1,500 non-Irish persons in that year). A study in 2008 found that many immigrant tenants did not have previous experience with renting accommodation (Threshold, 2009b). Earlier research noted Dublin City's low standard of private rented accommodation (NCCRI, 2008). *Making a Home in Ireland*, (Focus Ireland/ICI, 2009), highlighted a dominance of average or bad living conditions in the private rented sector in Blanchardstown. While immigrants were perceived as being less likely to complain about housing conditions, it was noted that they have gained a growing awareness of, and ability to exercise, their rights. Crowding is more common among immigrants, who may have affordability constraints, or make decisions to cut costs in order to increase savings or remittances. It is also clear that immigrants are more likely to stay in bed-sits and flats in general.

Dublin City Council routinely carries out environmental health inspections of private rented accommodation. Environmental Health Officers inspect structural conditions, sanitary and heating facilities, lighting, and fire safety, refuse storage, electricity and gas. In 2009, improvement letters were issued for 41% of the houses inspected (E.Byrne, 2010). Improvement notices state what needs to be done, why, and when. The figures are of some concern, as nearly 1,000 houses were found to be short of one or more required standards.⁵⁸ Although it is not possible to establish how many of those are immigrant households, low standards are likely to affect many migrants for the reason that they make up a large proportion of private tenants in Dublin City. A survey of non-Irish clients of Threshold found that landlord often failed to carry out maintenance (Threshold, 2009b).

Deposit retention can also affect a tenant's ability to secure new accommodation. **Threshold** suggested that landlords appear to be stricter in recent years. Immigrants may not be aware of the specific grounds on which deposits can be retained. In many cases Threshold managed to have the deposits returned, or won significant damages before the Private Tenancy Residential Board.⁵⁹

It was also put forward by advocacy organisations that discrimination restricts the access of some immigrant groups (mainly Africans) to the private rented market, echoing findings of previous research (Vincentian Refugee Centre, 2011; Threshold, 2009b)).

Non-Irish nationals seemed to be relatively successful in securing social housing: almost 10 percent of local authority accommodation was rented by non-Irish nationals in 2006 while two out of five rented accommodations provided by voluntary housing associations were occupied by non-Irish nationals. More recent data is needed to establish if these trends have continued since then and whether there are any new barriers that prevent non-Irish nationals from securing social housing.

⁵⁸ In a European context, however, it should not be forgotten that the level of housing deprivation in Ireland was found to be lower than the European average (Eurostat, 2011). Deprivation was measured by overcrowding and at least one of the three situations: leaking roof, lack of shower/bath/toilet, darkness.

⁵⁹ The Private Residential Tenancy Board was established in September 2004 to operate a national tenancy registration system and to resolve disputes between landlords and tenants.

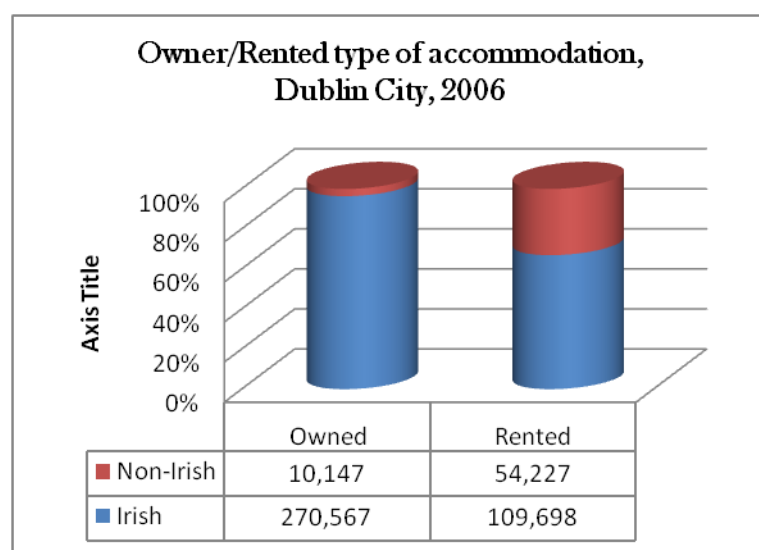
Tenure and settlement

Homeownership

One of the basic indicators of integration is homeownership. Added to that, settlement patterns highlight the areas of the city wherein immigrants are most likely to reside including socio-economic characteristics of those areas.

Data on homeownership and housing

Census 2006 figures illustrated that only 14% of non-Irish nationals owned their houses in Dublin compared with 69% of Irish nationals.



Source: Census 2006

It is not difficult to see that since 2006 there has been a negative trend regarding housing output in Dublin City.

House completion				
DCC	Total	Private	Social	Total
2009	2,395	1,535	860	4,790
2008	5,348	4,561	787	10,696
2007	6,678	5,748	930	13,356
2006	7,746	7,223	523	15,492

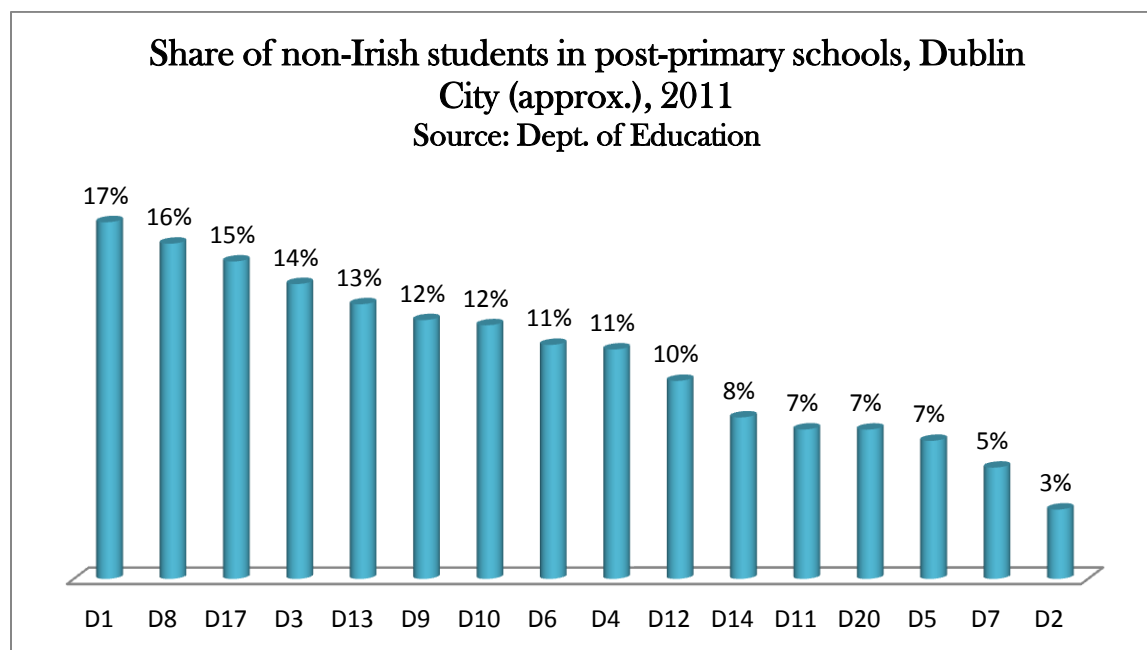
Source: Department of Environment

Settlement

Data on settlement

There were 74,000 non-Irish nationals enumerated in Census 2006. Almost half of that number resided in the Inner City **where every third person was a non-Irish national (Census, 2006; Haase, 2008)**. North-

eastern Dublin attracted the most immigrants: in four of its ten electoral divisions⁶⁰ ethnic minorities accounted for 50% of the local population. In 40 electoral divisions (EDs) ethnic minorities made up of more than quarter of the local population with a further 61 EDs having an ethnic minority population in excess of 10% (Census 2006). The large number of births by immigrant mothers in Rotunda hospital suggests that immigrants continue to be present in large numbers in the Inner City (HSE, 2009). In addition, recent school statistics (secondary and further education institutions) indicate that North Dublin still has a large non-Irish population.



Commentary on homeownership and settlement

Immigrant homeownership in Dublin was lower than the national average, which was 30% for non-Irish nationals and 80% for the Irish. This low percentage could reflect the fact that Dublin City is a more transitional, shorter-term type of location. House prices were likely to negatively affect low-income earners, many of whom are non-Irish nationals who arrived since 2004, when housing prices were already on the rise. The low level of homeownership among non-Irish nationals may also reflect the fact that these immigrants were unsure how long they would stay in Ireland. Research suggests however that many non-EU nationals planned to stay in the long-term (Immigrant Council, 2008). Nevertheless their ability to do so was influenced by their legal status (See Active Citizenship section). Difficulties in accessing credit also play a part in blocking home ownership (NCCRI, 2008). In his analysis, Duffy showed that homeownership declined among the immigrant population between 1995 and 2004, and that immigrants were less likely to buy homes since 2004. This decline was strongest in the East and South

⁶⁰ Electoral Divisions (EDs) are the smallest legally defined administrative areas in the State. This unit is statistical in nature and is not used as basis of electoral organization or political representation in local or national government.

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(Duffy, 2007).⁶¹ The Integration Monitor 2010 indicated that national ownership figures changed very little since 2006. Arguably, home ownership needs to be examined over longer periods to assess exactly why immigrants do not buy homes in Dublin in a larger numbers.

As to settlement patterns, it was noted that Dublin Inner City, classified as a socio-economically disadvantaged area, saw some improvement during the period 1991-2006.⁶² It was argued that the 'observed changes in their social and economic characteristics may be more attributed to the influx of new people rather than a change for the previously resident population' (Haase, 2008). A more up-to-date analysis would be welcome to assess the impact of the recession, which is likely to have affected the area's immigrant population. The figures from Live Register, quoted in the employment section, reveal that a considerable number of non-Irish nationals became unemployed in Dublin 1, 3, 6, 7 and 8. School statistics from 2011 indicate that Dublin City still has many immigrant pupils and students in secondary and further education institutions. Many of those live in North Dublin such as Dublin 1, 3, 9 and 19 notwithstanding the large numbers residing in Dublin 8 and 10.

⁶¹ Duffy showed in his analysis that 70% of recently arrived immigrants (10 years or less) were in rented accommodation in 2004, which compared to 29% of long-term immigrants and 26% of natives (Duffy, 2007 and 2010). Using more recent data would be very beneficial in this area.

⁶² Analysis used Census data focusing on socio-economic outcomes of the local population such as education level, housing type, unemployment and lone parenting. See T.Haase, A Divided City

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Health

Introduction

Health is a key concern for everyone, regardless of their nationality. Health is also a key indicator of integration. “As well as supporting health outcomes, reliable access to health services marks effective engagement with a key state service.” Access to health services, often offers a better assessment of the integration process as health outcomes may be better among immigrant groups than the native population for reasons unrelated to their access to health services. This is known as “the healthy immigrant effect.” This section illustrates that although many immigrants rate their health as good, it does not necessarily mean that they enjoy full access to the health system or that their health needs have been fully met. The first part discusses the policies and practices related to access to health services, with an emphasis on information and financial assistance. The middle section examines the quality of access focusing on communication and cultural challenges. The last section covers the health outcomes of immigrants and ethnic minorities in Dublin, as well as specific health risks identified by service providers.

The respondents in this section include a maternity hospital (the Rotunda), a General Practice, (Mount Joy Family practice), a non-profit community development and health organisation (Cairde) and the Social Inclusion Unit within HSE. The HSE is the main funder of Cairde. This model, in which a statutory agency funds an advocacy organisation for independent minority ethnic groups, only exists in the health sector. It can be suggested that the education sector could benefit from a similar type of structure.

Access to Health Services

In Ireland, there is universal access to public health care for everyone who is ordinarily resident in Ireland.⁶³ Any person, regardless of nationality, who is accepted by the Health Service Executive (HSE) as being ordinarily resident in Ireland is entitled to either full eligibility (Category 1, i.e. medical card holders) or limited eligibility (Category 2) for health services. Non-EU nationals can demonstrate being ordinarily resident, through their certificates of registration (a stamp in their passport) and employment permit, among other things. EU citizens may demonstrate that they are resident in Ireland through contracts, utility bills and bank statements.

Ordinary residence can be verified by the following means:

- ⁶³ Proof of property purchase or rental, including evidence that the property in question is the person's principal residence.
- Evidence of transfer of funds, bank accounts, pensions etc. A residence permit or visa.
- A work permit or visa, statements from employers etc.
- In some instances, the signing of an [affidavit](#) (a sworn written statement) by the applicant.

The health service, managed by the HSE, can be divided into primary care services provided by General Practitioners and local health clinics, pharmacists and other health practitioners; and acute healthcare services provided by hospitals. Importantly, GPs act as gatekeepers to hospitals through their referral powers.

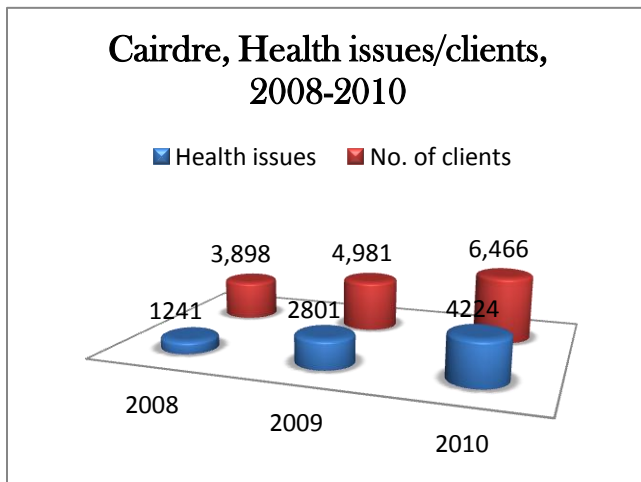
The Intercultural Health strategy was adopted in 2007 following a wide consultation process. One of the main pillars of the strategy is Access to Health Services.

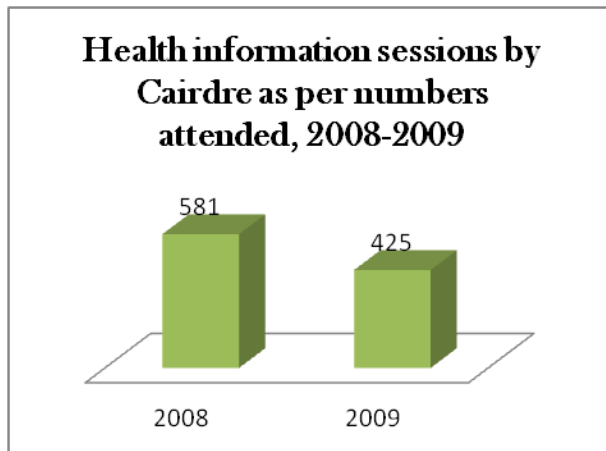
General data on accessing health services

The Rotunda Hospital reported that approximately 50% of patients had non-Irish ethnic backgrounds in both 2009 and 2010.

Every fifth patient registered at Mount Joy Practice, Dublin 1, was a non-Irish national.

Cairde registered a considerable number of ethnic minorities who either visited the Health Information and Advocacy Centre in Dublin City or attended information sessions.



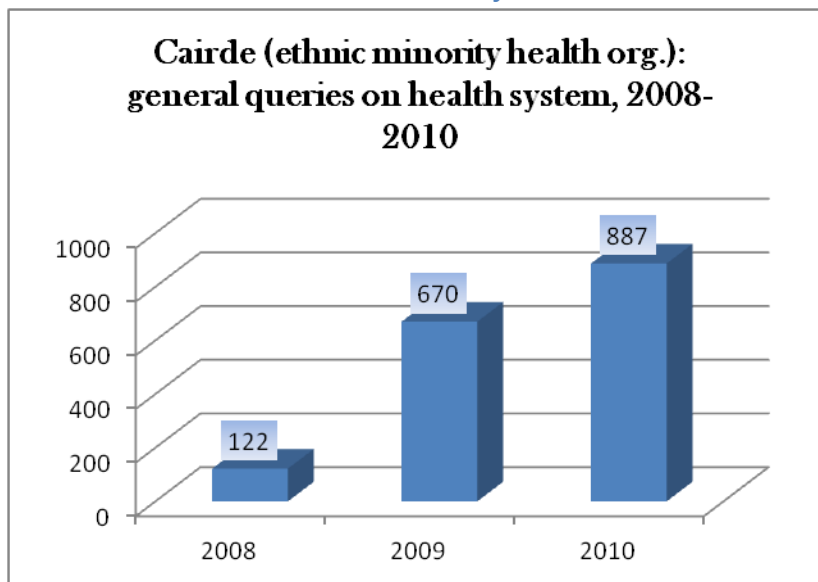


Information on health services

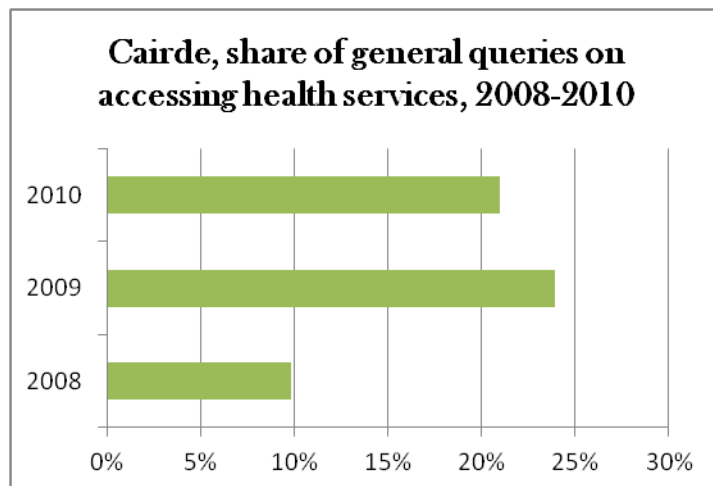
Services

The HSE and Cairde produced web-based resources *in many languages* (www.hse.ie and www.healthfacts.ie). The HSE also produced materials on health conditions such as diabetes, (to which certain ethnic minorities are predisposed), - as well as services such as breast check and HPV immunisation (HSE, 2009). **Cairde** operates a Health Information and Advocacy Service in Dublin, with four health advocacy workers from ethnic minority backgrounds assisting clients in six different languages. They also organise health information sessions.

Local data on information & advocacy work



A steady increase in queries on the health system can be seen in Cairde clinics between 2008 and 2010. On relative terms, there was a small drop in the share of queries but even in 2010 more than a fifth of the issues presented to Cairde were related to accessing health services (excluding medical card issues).



Commentary on accessing health service

Cairde noted that the first problem immigrant's face is insufficient understanding of the Irish health services. Cultural factors and experiences from their home countries compound the difficulties. Considerable differences between health service delivery in countries of origin and in Ireland give rise to misinterpretation and inadequate access to health services. **Cairde** collected examples, such as: (A) In China, there are no General Practitioners and there are fewer preventive services available - for instance, cervical cancer check is nonexistent. (B) In Poland, clients can refer themselves to specialists in the local health clinic and they provide a free service. The **Rotunda** reported that many pregnant Polish women contacted their local health clinics instead of maternity hospitals in their early pregnancy stages. This resulted in registration delays for hospital services, an issue which was later resolved through liaising with the local health clinics. The **Mount Joy Family practice** identified Roma people as having a limited understanding of the health system. This population cannot be reached by traditional methods and resources. On a positive note, it was acknowledged that translated materials have contributed to a better understanding of the health system. These materials were less useful to those who were not computer literate. Also some migrants would not be aware that the materials exist.

Cairde emphasised that ethnic media is a very effective way to educate and to urge non-Irish nationals to use the Irish health services. The **Mount Joy Family Practice** concurred with **Cairde's suggestions** that multi-lingual, community information and training sessions are of great benefit. A number of training and information sessions were provided by Cairde with success.

Good practice

Guide to translation by HSE

In recent years, many health service providers organised translations of various materials. The HSE is developing a translation guide for HSE personnel in order to provide a more accurate and cost-effective service for minority ethnic users. This resource is currently in the design phase, and intends to extend and update core health information in many languages on the HSE website. This guide also aims to avoid duplication in information provision.

Ethnic Minority Health Forum

Cairde provides health promotion programs that work to assist community leaders in reaching out to immigrant communities. Cairde also convenes the Ethnic Minority Health Forum on a regular basis in Dublin. This forum is comprised of ethnic minority community groups who meet to identify and address issues that impact on the health of their communities. The forum engages with the HSE and relevant bodies to advance outstanding issue, to make relevant presentations, and to provide a platform for guest speakers.

Affordability

The Health Act 1970 stipulates that everyone in Ireland is expected to cover the cost of their healthcare unless this causes undue hardship. Service users pay fees and private health insurance. A large number of health care services are subsidised through taxation. People are not expected to pay full costs unless they fail to meet residency requirements. There are free services available in areas such as maternity and infant-care services. Nevertheless, the importance of private medical insurance can be evidenced through the latest data which showed that 50% of payments for certain services were executed through private health insurance (Expert Group on Allocation of Resources and Financing the Health Sector, 2010).

Medical card holders may access public health services such as GP fees, in-patient and out-patient services free of charge in Ireland. ⁶⁴ Entitlement to medical cards is means-tested regardless of nationality. ⁶⁵ GP Cards, with higher income limits, enable holders to receive free GP care. Once people have received a medical/GP card they can register with a GP. In principle, a GP cannot refuse patients unless they have more than 2,000 people on their list. Approximately 45% of the population hold Medical or GP visit cards, with 5% of those also having private medical insurance (HSE, 2011).

What is termed as unequal access to health services has attracted considerable debate in Ireland (Amnesty International, 2011). The core of this argument is that those who are better-off and able to buy private health insurance gain much faster access to health services. The current Government promised to overhaul the system and introduce universal health insurance similar to the Dutch model (Towards Recovery, 2011). However, it remains to be seen how the new regime will be able to contain cost which is of great concern in the current fiscal situation.

⁶⁴ The following additional services are covered by Medical Card:

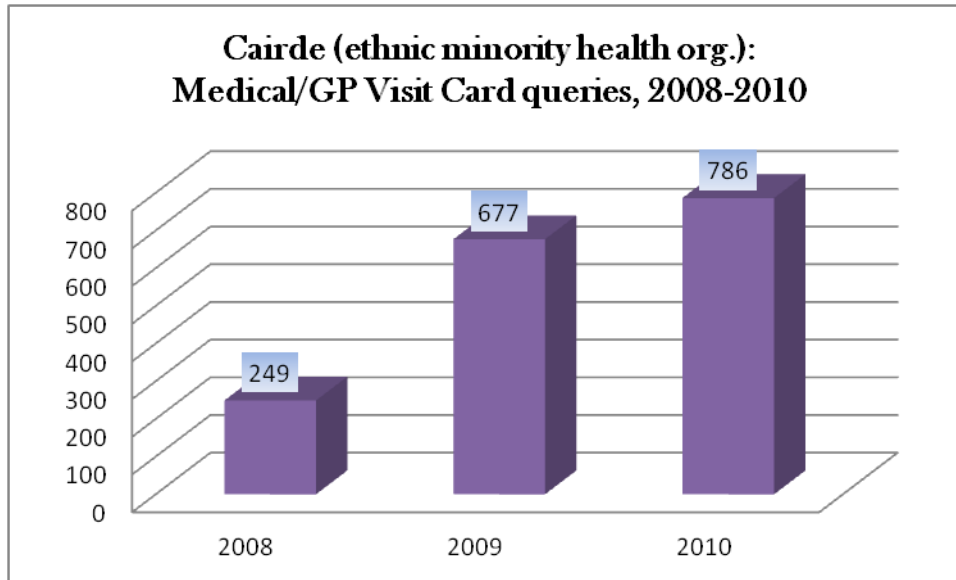
- Prescription Medicines: The supply of prescribed approved medicines, aids and appliances like wheelchairs, crutches etc. In some circumstances a deposit may be required for aids and appliances which will be refunded upon return.
- Certain Dental, Ophthalmic (Eye), and Aural (Ear) health services
- Maternity Cash Grant on the birth of each child
- Medical & Midwifery Care for Mothers, including health care related to pregnancy and the care of the child for six weeks after birth
- Some personal and social care services such as: public health nursing, social work services and other community care based on client needs.

⁶⁵ Asylum applicants living in direct provision are also entitled to a medical card.

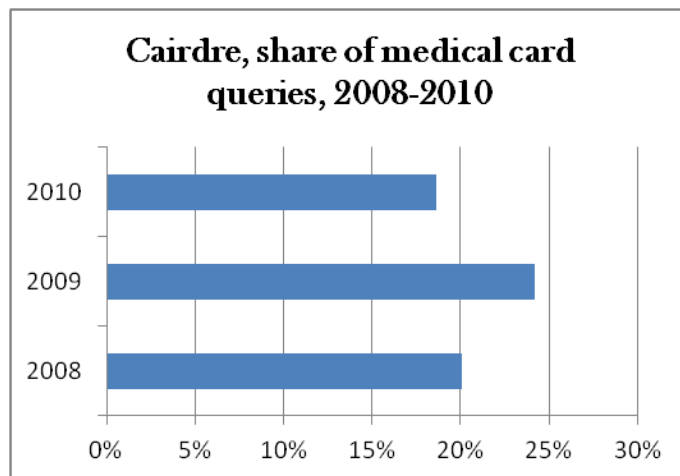
Services

Cairde assists ethnic minorities with medical card/GP applications and appeals. They provide assistance in their health and advocacy centre and through outreach services.

Local data on medical/GP visit card



Similarly to general queries on accessing health services, a growing number of clients contacted Cairde between 2008 and 2010 in relation to application for, renewal of, and registration with medical (and General Practitioner) cards. Every fifth queries concerned medical and GP cards. In addition to the 786 queries presented to Cairde, Vincentian Refugee Centre dealt with 413 medical card queries in 2010 (VRC, 2010).



Commentary on affordability of health services

Among immigrants, affordability was considered to hinder access to health services. As many medicines are not available without prescription, the only option for patients is to attend a GP and to pay for the visit. It is possible that some immigrant groups are not aware of their entitlement to medical or GP cards. Others found the process to be complex due to the documentation required (e.g. evidence of income and expenses e.g. rent) and the difficulty with filling out the electronic form and receiving confirmation on their application. This can be linked to language skills; however, this is not the only reason. In addition to that, the process for getting medical cards can take time. Even when someone is quite ill, it can be difficult to speed up the process. The complexity of The Habitual Residency Condition (see analysis in Housing and Poverty section), can delay, or even jeopardise, the assessment of claims. Applicants need to show a source of income, in this case social welfare payments, to qualify for Medical and GP Visit Cards (See policy issue). A more positive interpretation of that situation is that Cairdre successfully assisted many clients in 2010 with applying and renewing their medical/GP cards.

Getting a medical card does not guarantee access to General Practitioners: patients must register with a GP. This proved to be difficult for some ethnic groups and homeless people. Roma face particular challenges as they tend to go to GP clinics in groups, which is seen as considerable extra work for GPs. Furthermore, the **Rotunda** observed that some groups attend the hospital, but are unaware of their entitlements to the Maternity and Infant Care scheme (combined care).

Cairdre was concerned about late presentation to the health services due to lack of both immigration status and entitlements to public or subsidized healthcare. Misinformation also causes difficulties. The **Rotunda** concurred with these concerns. Nevertheless, they pointed out that they would provide services for any mother, irrespective of her entitlements and documentation, notwithstanding that bills would have to be paid later if no medical card or private insurance was produced. It needs to be communicated to non-Irish patients that they can access hospital services without fear. It was emphasised by interviewees of this research that *undocumented groups* are very hard to reach and are the least likely to contact services. The Migrant Rights Centre Ireland and the Immigrant Council of Ireland came to similar findings when assisting many undocumented workers. They emphasised that many undocumented people prefer not to access services to avoid becoming visible. They

recommended that undocumented workers gain access to basic health services, and not only emergency services, as proposed by the last Immigration, Residence and Protection Bill 2010 (MRCI, 2010; Immigrant Council, 2010).

Policy issues

There are contradictory policies in regard to non-EEA nationals on student visas. In one case, a student could not renew his/her permission to remain with the immigration authorities. He presented his medical card with a letter approving that he was entitled to one, but he was told that non-EEA nationals need to hold private health insurance in order to be permitted to remain in Ireland. The problem is the contradictory policy of the Department of Justice, which insists that those on student visas must hold private medical insurance, and the HSE guidelines which state that anyone ordinarily resident in Ireland may apply for a medical card.

As noted in the Housing & Poverty section, meeting the Habitual Residency Condition has created difficulties, resulting in inconsistent decisions and frequent appeals. As the (main) income source required may be a social welfare payment, when not be in receipt of this payment, will fail the HRC, and may not then qualify for Medical or GP visit cards. Added to that, the Immigrant Council argued that the ordinary residence test, an integral part of the application process for Medical and GP Visit cards, may exclude some immigrants such as undocumented migrants (Immigrant Council, 2010). Importantly, the immigrant population is strongly present in the cohort of 20% of the population who hold neither Medical/GP Visit cards nor private medical insurance (Amnesty International, 2011).

Quality of access (Service delivery)

Communication: General Practitioners

The HSE Intercultural Strategy identified service delivery as a major focal point, with communication' a prioritized theme. Enhancing interpretation and translation services, and increasing resources to build cultural competencies were identified as being central for the purpose of enhancing communication with ethnic minority patients.

Service: Interpretation/Translation in GP clinics

There is no regulation about interpretation services in GP clinics. As they are private practitioners, GPs are not required to offer interpretation for patients. It is debatable, however, if they are obliged to do so when dealing with Medical Card/GP Card patients. The HSE claims that a free phone interpretation service is available for medical card patients in Dublin and the surrounding counties (PQ, 4th August, 2010).

Data on interpretation/translation services in GP clinics

<i>HSE, Pilot interpretation service, Eastern Region, 2005-2006</i>	
Most frequently requested languages in the pilot interpretation service	Romanian, Polish, French, Russian, Arabic
Number of GP used the service	39 out of 150
Source: Dr. MacFarlane & O'Reilly De Brún, 2009	

There is no general data on using interpreters in the health sectors. However, an evaluation of a pilot project provided some relevant information in this area. From September 2005 GPs were offered free phone interpretation services with reference to all patients in the administrative areas of Dublin City, Dun Laoghaire-Rathdown, Fingal, South Dublin, Wicklow and Kildare County. Romanian, Polish, French, Arabic and Russian were the most frequently requested languages. In the first 21 months of the project a minority of GPs availed of the service: 39 out of 150 practices involved used the services, with the top six users accounting for 58% of the uptake (Dr. MacFarlane & O'Reilly De Brún, 2009).

Commentary on interpretation/translation services

Communication with health professionals can constitute a barrier for immigrants and ethnic minorities. This is particularly problematic when illnesses and symptoms are complex. Mental health issues create almost insurmountable communication problems for some immigrants. Regrettably, there were a few cases reported where GPs refused to take patients as a consequence of their inability to speak English. Due to the fact that GPs run private businesses, they are exempt from requirements applying to public service providers in pursuit of the Equal Status Act 2000. The HSE Social Inclusion Unit emphasized that phone interpretation service is available with reference to medical/GP card patients (See PQ, 4th August, 2010). In Cairde's experience however the services are often not used perhaps due to lack of awareness or the requirement of prior notification to the interpretation services (an application form has to be filled out and submitted). The **Mount Joy practice** also underlined the fact that Irish General Practitioners have one of highest number of patients per doctor and are therefore under considerable work pressure.

This pressure was also a key factor in the failure of the aforementioned pilot project run by the Eastern Health Board and the Irish College of General Practitioners between 2005 and 2008. The project evaluation indicated that many GPs found that using interpreters increased time pressures in already busy practices. The report also underlined that the lack of preparatory training for GPs contributed greatly to the service's underuse (Ibid). **Cairde** concurred with additional findings of the report that patients were not fully aware of the service. In contrast, the HSE's representative argued that they made significant efforts to engage with community organisations; a view which was not fully accepted by Cairde. Lastly, many GPs and service users expressed confidence in using informal strategies (family members or friends to translate), and only conveyed mixed confidence in the ability and expertise of the commercial interpreters (Ibid). The main outcome of the evaluation was to incorporate a new element

into GP training by the Irish College of General Practitioners, highlighting the importance of, and the need for, interpretation.

The Mount Joy Family Practice indicated that while phone interpretation is not very effective, it is useful when interpreters have not been pre-booked (a time consuming process). In general it would be beneficial to use interpreters consistently, in order to build good working relationships for all involved. Another suggestion was to develop targeted primary health care services for populations with special needs, such as the service soon to be rolled out for the Roma in Tallaght. As part of the plan, this service aims to move people into mainstream health services over time.

Good practice

Working with interpreters – resource for health services

SPIRASI specialises in counselling and support to victims of torture. It has developed a new interpretation resource with funding from the European Refugee Fund and the HSE. This self-directed learning package is designed to support staff in developing their skills to work with interpreters. It contains a manual and a DVD, together with the opportunity to participate in a 3-hour experiential workshop.

Communication: Hospital and maternity care

Service: Interpretation/Translation in hospitals

As a rule, hospitals use interpreters through contracting agencies. The HSE developed an Emergency Multilingual Aid to assist health service providers in their initial engagements with non-English speaking patients, prior to the arrival of an interpreter. This can be downloaded from the HSE website.⁶⁶ It contains a welcome sheet; a language identification card for staff; guidelines for staff about how to use and access interpreters; and phrasebooks in English and 20 other languages, containing both staff and patient-led questions. The Aid was creatively promoted through short trainings in each region, with a designated trained leader.

Data on interpretation/translation services in hospitals

There is no general data on interpretation/translation services in hospitals. However, it has been established that the Emergency Multilingual Aid is used in 52 hospitals nationwide, Local Health Centres with high percentages of immigrant clients, and some Direct Provision Centres.

Commentary on interpretation/translation services in hospitals

Generally hospitals have more resources for, and experience of interpretation services than GPs. However, current cost cutting measures are likely to adversely affect interpretation services. The **HSE** has made efforts to ensure that interpreters are used when needed although there has been disagreement on the services where interpretation is essential. **Cairde** reported that they successfully challenged the fact that maternity hospitals are considered as not in need of interpretation services.

⁶⁶ See <http://www.hse.ie/eng/services/Publications/services/SocialInclusion/EMA.html>

Cairde argues that patients should be the ones to determine the need for interpretation services, rather than service providers. Patients would be more aware of the difficulties with medical literacy. In one case, a patient mistook a diagnosis describing a minor condition for a brain tumour, which rendered him distraught and submissive. In other cases patients did not understand the seriousness of their health conditions. Patients also failed to understand how to take their medications. In practice, the need for interpretation is often decided by the subjective judgement of service providers. Further research would be useful to establish if lack of interpretation services affect a large number of patients.

The HSE stressed that the Emergency Multilingual Aid contains a guide as to how and when to use interpreters. The tool, which targets frontline services prior to using interpreters, received positive feedback. However, it cannot replace a quality and readily available interpretation service. Commentators have argued for developing an official register of interpreters and more robust guidelines for interpretation which should ensure quality control (NCCRI, 2008; Martin & Phelan, 2009). Rotunda agreed with this proposal and also pointed out that the system could contribute to a more permanent relationship between hospitals and interpreters by replacing the current ad-hoc arrangements.

Good practice

Cross-cultural communication: a peer learning project

The HSE Social Inclusion Unit leads a peer learning health promotion project in Galway utilising the Participatory Learning and Action (PLA) methodology. The Department of General Practice, in partnership with the HSE Social Inclusion Unit and the Centre for Participatory Strategies, Galway was funded by the Health Research Board in 2009 to develop guidelines to enhance communication in cross-cultural general practice consultations. In this two-year project, PLA research methods are being used to enable migrants, general practice staff, service planners, interpreters and cultural mediators to participate and learn from each other about their communication experiences and their preferred and ideal supports to enhance communication. Over the past 15 months, the leaders of the project have worked particularly closely with a core group of seven Service User Peer Researchers (SUPERS) who represent Russian, Polish, Portuguese, Urdu, Ebo, Yoruba and French-Lingalan speaking communities in Galway city. Following training in PLA with the Centre for Participatory Strategies Galway, the SUPERS have generated data with their wider communities about supports for enhancing communication in cross-cultural general practice consultations. It is believed that the findings can be shared and utilised throughout the country.

Intercultural resources

Services

Cultural differences and communication difficulties affect actual service delivery. The Intercultural Health Guide was developed in 2009 in response to an expressed need by healthcare staff across a range of cultural backgrounds. It provides the knowledge, skills and awareness in delivering care to people from diverse backgrounds. The Guide profiles the religious and cultural needs of twenty-five diverse groups being looked after in healthcare settings. These groups are comprised of 21 religious groups, 3 ethnic/cultural groups and people without religious belief.

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The HSE funded a number of hospitals to contract diversity and cultural awareness training. The **Rotunda** was one of these, and the staff received training on diversity and cultural issues. When the funding came to an end, a module which is part of the induction training was developed to cover the specific techniques and skills essential to working with patients from many cultural backgrounds. The hospital also arranges lectures on relevant topics such as Female Genital Mutilation.

The *Cultural Mediation project* led by **Access Ireland** was co-funded by the **HSE** and Pobal. Cultural mediators mediate between health service users and providers by addressing cultural differences, fostering a mutual understanding and preventing or solving conflicts where necessary. A training manual was produced to be used to train mediators and enhance awareness of service providers. However, the project was not fully completed and only the manual was developed.

Data on intercultural resources

6,000 copies of the HSE Intercultural Guide were distributed immediately after its publication. This resource can also be downloaded.⁶⁷ A number of requests have been made for additional copies. It is widely used in different health settings from hospitals to nursing homes.

Commentary on intercultural resources

It is understood that cultural differences may give rise to misunderstandings. For instance, behaviour can be interpreted unfavourably by service providers, e.g.: loud voices can be mistaken for aggressive manners. Some nationality groups have different concepts of time, and are unfamiliar with queuing and protocols around waiting times. The **Mount Joy Family practice** observed that problems related to African groups are less prevalent now, as service providers have grown accustomed to the communication manners of different nationalities. Providers are now less likely to interpret unusual practices as showing disrespect. **Cairde has** highlighted that cultural differences have important implications in the communication of diagnoses. This is particularly relevant in the context of death or serious illnesses.

The purpose of the Cultural Mediation Project funded by the **HSE** was to deduce whether or not cultural mediation is a good, practical model that can be utilised in a health service setting. No formal conclusions can yet be drawn as the project is in the evaluation stage. However, the **Rotunda** Hospital observed that they found **cultural mediation** helpful. They appreciated the mediators' ability to go beyond translation, yet not to overstep boundaries by taking on an advocacy role. Commentators have argued that cultural mediation should be used more regularly in health care settings but guidelines should be developed first (Martin & Phelan, 2009).

Another important aspect of intercultural awareness is the provision of culturally appropriate services as far as is possible and practical. In other words, care should be delivered in a manner to suit the specific requirements of each cultural group, e.g: male circumcision after birth, mothers wanting to access female doctors, and refusal of blood transfusions. There are sometimes practical difficulties. As mentioned earlier, some minority ethnic groups visit GPs in groups. This is their norm and makes them more comfortable in a service provider setting, but can create difficulties in a busy Irish medical practice.

⁶⁷ <http://www.hse.ie/eng/services/Publications/services/SocialInclusion/InterculturalGuide/>

Cairde and the **Mount Joy Family Practice** highlighted that the ethos and attitude of organisations is just as important as the training of personnel in providing improved service delivery to all patients. The **Mount Joy Practice** actively promotes inclusion, and this objective is clearly communicated to all staff members.

To conclude, the Health sector has taken important strides towards providing culturally appropriate care by equipping staff through training, tools and external support, especially in hospitals. However, since 2009 priorities "had to be re-shifted to accommodate a stark new economic reality" (Nurse, 2009). Accordingly, cost effective actions have had to take precedence (Ibid). At the time of writing, further cost cutting measures are being implemented. Thus, in the medium term there seems to be limited scope for supporting large initiatives with regard to intercultural training and resources.

Good practice

Bereavement Committee

Cairde is part of a Bereavement Committee working in Templeogue Childrens' Hospital. Dealing with and communicating the notion of death to patients, and family members, poses enormous challenges. Language and cultural differences further compounds this problem and may impact on the interaction between health personnel and patients. It was observed that in general diagnoses in Ireland tend to be communicated in mild terms to the patient, but more openly to family members. Unless patients ask, they are usually not told that they have a serious condition. Cairde collaborated with the hospital to help in engaging with ethnic minority patients. They provided a presentation on cultural backgrounds, complemented with narratives of immigrants facing and experiencing death, with a particular focus on children in hospitals. They discussed problems which arose when communicating with patients. The work was found to be useful for the review of practices in Templeogue Hospital.

Health outcomes, health risks

National data on health outcomes

The Intercultural Health Strategy underscores the importance of data and research in identifying the needs of the ethnic minority population. Evidence-based planning of health services for ethnic minorities was a key rationale behind monitoring the ethnic background of patients. The European Survey of Income and Living Conditions examine health status on a regular basis. It asks people to rate their health on a five-point scale ranging from very poor to very good health. Latest data from 2008 shows that non-Irish nationals report better health than Irish nationals.

Health outcome rated between 1-5, 2008

Nationality group	Percentage with good or very good health	Mean age (rounded)
Irish	84	44
Non-Irish	90.7	36
UK	76.1	48
EU 13	94.8	34
EU 12	97.8	30
Non-EU	84.5	43

Mc Ginnity et al, 2011 based on EU-SILC, 2008, own calculations.

Commentary on health outcomes

Non-Irish nationals reported better health outcomes arguably because non-Irish nationals, apart from UK nationals, tend to be from a younger age group. This does not apply to the group of UK nationals (Annual Monitoring Report on Integration, 2011) who report poorer health than other nationality groups. Nolan came to the same conclusion in her study of the 2007 Survey of Income and Living Conditions 2007 in respect of UK nationals (Nolan, 2011). She noted that it is difficult to conclude whether there is convergence of health outcomes between long-term immigrants and natives by only relying on the experience of UK nationals. She suggested that socio-economic status appears to have a greater influence on health outcomes than nationality. The key impact of socio-economic status on health was established in the general population in Ireland through the consecutive EU Surveys of Income and Living Conditions (CSO, 2010). A national survey, SLÁN 2007, found that, with regard to smoking patterns, there were no marked differences among the Irish and non-Irish population (SLÁN, 2009).

It was accepted that due to their age profile, many immigrants display healthy outcomes. It was also tentatively concluded that immigrants tend to be from higher socio-economic statuses and are likely to have better health. However, **Cairde** reported that there are immigrant groups with particular health problems which may not be captured in surveys. Diabetes and cardiovascular problems are major issues. The **Rotunda** came to identical findings about diabetes when examining the health problems of ethnic groups. The **Mount Joy Family practice** identified diabetes and cancer as two particular health risks that affect the Roma population, and HIV was identified for Africans. It was also emphasised that many immigrants have challenging working conditions, such as long hours and physical exposure.

Considering asylum seekers, all respondents agree on the negative impact that the length of time spent in the asylum system has on their mental health. Mental health problems are unlikely to be captured in surveys asking people to assess their health. DCU research observed that a number of immigrant groups are characterized by 'stress, socio-economic disadvantage and a feeling of a lack of belonging' (DCU, Mental Health of Ethnic Minorities, 2010). The **Mount Joy Family Practice** related that certain groups of

new EU nationals who are homeless or at risk of homelessness display symptoms of alcohol addiction, smoking and poor states of mental health, which corresponds to the findings of earlier research in Dublin.⁶⁸ They summed up by saying that while the survey may be relatively accurate about health status, there are pockets of significant ill-health in the immigrant population.

The **Mount Joy Family Practice** emphasised that a good health outcome for the general immigrant population does not equate to full access to health services. **Cairde** observed that certain immigrants decide not to go to GPs unless they are seriously ill. This may also affect their responses to health questionnaires as they are likely to rate their health as good if they haven't used health services recently. All interviewees of this research reported that there are isolated immigrants who do not avail of services, and are not identified by surveys on health outcomes.

Successful campaign on FGM

FGM, or Female Genital Mutilation, is the removal of part or all of the female genitalia or female reproductive organs (WHO definition). The average age for women who undergo FGM is between newborn to 15 years of age. In some societies, FGM is seen as the passage from young woman into adulthood, and a symbol of cultural modesty and purity. The procedure is painful, can lead to infertility, health risks and lifelong difficulties. FGM is mainly practiced in Africa, but is also found in some countries in Asia, the Middle East, and immigrant communities within North America, Australia, and Europe. "Women are often the key agents in the continuation of FGM because it is one of the limited avenues in which women and girls can obtain status and security (usually through marriage) within their respective communities" (Ireland's National Action Plan to Address Female Genital Mutilation, 2008).

At least 3,170 women living in Ireland have been subjected to FGM (Ibid.) In 2007, AkiDwA began an FGM research project funded by Pobal, and later the HSE, to provide health supports for women who had undergone FGM, and to provide health practitioners with the information they need to address the attendant health issues. The project aimed to disseminate information on FGM, to provide education to health care providers, and to initiate FGM discussion groups for women. The programme educated over 500 health care providers by using midwives who had lived in countries where FGM was prevalent. Care (referral) pathways were also developed as part of this project, as were initiatives to provide professional support to health care providers.

As regards legislation, in 2008, Senator Fiona O'Malley began the National Action Plan Against FGM with AkiDwA and the IFPA's.⁶⁹ Following the presentation of the Criminal Justice (FGM) Bill introduced by Senator Ivana Bacik in April 2010, a new Criminal Justice Bill (Female Genital Mutilation Bill) 2010 was passed in the Seanad and introduced in the Dail on 13 July 2011. The Bill was adopted in March 2012.

⁶⁸ O'Carroll and O'Reilly concluded that strong link between homelessness and poor health could be evidenced in regarding to homeless people in Dublin. O'Carroll & O'Reilly, 2008.

⁶⁹ Initially AkiDwA and the IFPA presented to the Joint Oireachtas Committee on Health and Children who then called for legislation to outlaw FGM in Ireland and prohibit parents from sending their Irish-born kids to countries where FGM was practised in January 2009. Senator Ivana Bacik introduced the Bill then withdrew it at that same session when a commitment was made by the then-Health Minister, Mary Harney, to hold consultations with stakeholders in the summer and to produce a bill by October.

The comprehensive Bill which introduces legislation on extraterritorial offences (where women are most at risk) has cross party support. Thanks to the leadership of the Steering Group in Ireland, spearheaded by the HSE and AkiDwa,⁷⁰ and supported by certain political representatives, Ireland has made serious progress towards addressing FGM issues. It now provides services to those who have been through FGM, educates health providers on how to deal with FGM patient issues, and has banned FGM practice in Ireland. A longer term objective still remains: that is to encourage abandonment of FGM through community dialogue in recognizing that prevention is the preferred solution (Objective 4, National Plan, 2008).

The Ethnic Identifier Project carried out by the HSE, & the Rotunda and Templeogue hospitals

The ethnic identifier project collected data on the ethnic background of patients in health care settings. Ethnic background was outlined broadly similarly to the Census categories: Chinese, Other Asians, Africans and Other Blacks etc...

Similar attempts had failed in the past; therefore the project placed emphasis on staff training to prepare them for questions by patients. In the **Rotunda Hospital** the relevant committee met regularly and organised a half-day training for all front line staff. Role play was used to map different scenarios e.g. patients refusing to disclose their ethnicity when registering with the hospital. Dublin based GP clinics were contacted through e-mail advising them that questions on ethnicity would be asked. In every new patient appointment information letter an additional letter was enclosed in different languages and included a leaflet that pertained to ethnicity. The leaflets were translated into a number of different languages and were made available in a shared drive that can be printed out in all front line areas as the need arose. A highly visible poster campaign was also utilised.

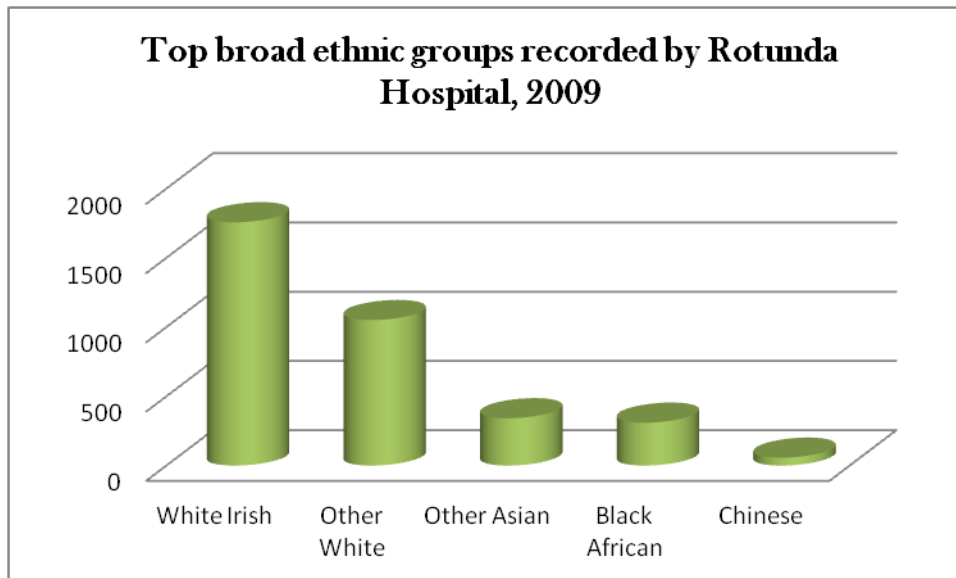
The initiative was rolled out on a gradual basis starting with the out-patient department of each hospital and then moving on to other areas i.e. admissions, A & E etc. Regular meetings ensured adequate overseeing of the project with the necessary reviews.

As the initiative was piloted in two hospitals, front line staff from both hospitals trained together. They were able to draw on the experience of both staff groups and the client base of each hospital. This was also useful due to the link between maternity care and hospital services for children and subsequent referrals did not lead to discontinuity in recording patients' ethnicity.

The majority of patients were willing to provide the information, for the most part front line staff also felt comfortable asking the question and dealing with queries raised. The key message is that the data collection was beneficial for the hospital. The pilot exercise was deemed to be helpful in shaping service delivery such as communication with patients by translating materials into languages which were spoken by the main ethnic groups recorded through this initiative. It also identified some health risks that are more likely to affect certain ethnic minorities.

⁷⁰ Other members include Barnados, Cairde, Irish Family Planning Association, Irish Aid, Integration of African Children in Ireland, National Women's Council, The Integration Centre, Somali Community in Ireland, Somali Community Youth Group, Women's Health Council and UNICEF.

The HSE noted that the current objective is to convince and support a wide range of health service providers to implement the ethnic identifier project. One initiative is to pilot the ethnic identifier among public health nurses.



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Summary Observations

Role of Advocacy Organisations in Dublin City

When looking at challenges and problems recorded by support organisations, it should not be forgotten that it is thanks to the assistance of those organisations that many of the issues are dealt with. In other words, advocacy organisations play a significant role in providing information but in particular in representing immigrants in Dublin and advocating on their behalf on matters ranging from immigration and health to housing and welfare. Considering their staff numbers it is remarkable that, in total, the six large advocacy organisations (MRCI, Immigrant Council, The Integration Centre, Crosscare, Cairde, Vincentian Refugee Centre and Threshold) assisted with approximately 25,000 queries by immigrant groups in 2010 alone. Furthermore, 56% of clients of the Dublin City Centre Citizen Information Services, that is to say, 7943 clients, were non-Irish nationals in 2010. These organisations offer services in a variety of languages ranging from French, Romanian, Polish, Chinese, Lingala, Swahili, Ukrainian and Russian. It is difficult to envisage what would happen in the absence of these organisations, as statutory organisations do not yet offer their skills or experience. The model -where a number of those advocacy organisations closely collaborate with mainstream support services -can be also regarded as best integration practice provided it is coupled with an adequate referral system.

Decreasing immigration inflow suggests that, with time, there will be less need for the assistance of such organisations. However, it seems apparent that the current complexity of immigration rules and entitlements are strong factors in maintaining high client numbers. Added to that arguably not only did immigrants benefit from the assistance of advocacy organisations, but statutory organisations often recognise their role. Collaboration between Cairde and the HSE (which provides most of their funding), Crosscare and the Homeless Agency as well as between the main immigrant organisations and Department of Justice/Garda National Immigration Bureau, who meet every three months, are testimonies to the existence of that recognition.

It can be expected that in the future, statutory and other mainstream organisations will be better equipped to deal with immigrants; there are examples of organisations which already show great competence and confidence in dealing with immigrant groups. The recently published report on the social protection system, however, underlines the progress to be made by statutory bodies if they are to deal with immigrant clients in a timely and professional manner. The report also offered sobering evidence on the existence of racist behaviour in public service provision and the need to provide a mechanism to prevent and address its occurrence (Crosscare, 2012).

Dublin City Council has demonstrated leadership by reaching out and collaborating with advocacy organisations and other immigrant groups. The establishment of the Office of Integration and its ongoing attempts to engage with immigrant groups has been instrumental in responding to the needs of immigrants in a coherent and enabling manner. Its engagement with stakeholders is particularly relevant for the reason that the City Council has no direct remit over education, employment and policing. It has offered a platform for advocacy organisations and statutory bodies as well as political

representatives to come together to address emerging issues with reference to the immigrant population in Dublin.

Key Policy Considerations

This report has been written to offer evidence on the needs of the local immigrant population and service providers' responses, not to develop recommendations. However, some key points emerge from the study:

- Strengthening the local authority system would greatly enhance integration work at a local level, as well as social inclusion policies and practices targeting the general population. Where the local government has authority, such as housing or voting registration, it has been able to drive the agenda forward and achieved effective collaboration. In other areas it can also claim successes, but it has to rely on the willingness of local institutions and national agencies to work together which can make collaboration resource intensive. Importantly, while discretionary power is often afforded to departments and national agencies, it is difficult to influence policy practice in areas which are beyond the competence of the local authority.
- The current discrepancy and overlap between the boundaries of various agencies and the local authority pose difficulties in both achieving collaboration and monitoring the outcome of measures put in place. Furthermore, the system may not be resource effective which can be exemplified by the overlapping enterprise and employment support services. In addition, it is not clear how funding for specific projects fits with existing service provision.
- Current anomalies in policies often result in both local services and statutory bodies having to spend additional resources in assisting clients with their queries and applications. This is further compounded at times by poor communication between the Department of Justice and other departments.
- Valuable data has been collected by various local service providers; however, they often allocate minimal resources to data collection due to funding constraints. Furthermore, there are no general frameworks agreed among support services on categories of immigrants and types of query recorded. In addition, a number of statutory agencies do not collect data on nationality as they either do not see it as necessary or have concerns about collecting this type of data. A harmonised framework (with data protection guidelines) could benefit all stakeholders working in this area, along with highlighting such good practices as the ethic identifier project by Rotunda Hospital and HSE.
- There are a number of good practices in place, delivered by volunteers and voluntary organisations (e.g. anti-racism educational programmes) however, these would benefit from greater support in evaluating and disseminating those practices. While the City Council has made efforts in this regard, its ability is hampered by its limited influence over such areas as education, employment and health as well as the shifting priorities of the national government .

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- The contributions of volunteers are notable in this area ranging from educational support, information provision and interpretation. However, it is questionable if relying on volunteers over the long term can be regarded as workable solution. One example of that is English language provision where volunteers in after-school programmes for children and evening courses for adults (Failte Isteach) play a significant role. They can however only complement mainstream services. Clearly, in the current economic climate the contribution of volunteers remains important; however, it would be useful to examine ways of using statutory resources more effectively and mainstreaming individual or pilot programmes that proved be successful.
- Statutory organisations' ability to take over the work from non-governmental organisations will greatly depend on their ability to hire people with immigrant backgrounds. In any case, the current model of NGOs playing a significant mediating role between statutory organisations and immigrant groups should be preserved (although some downsizing may be necessary). A good example of this is addressing racism among communities; this cannot be achieved unless actions are delivered in this partnership.
- Over the medium term Citizen Information Services is expected to take full responsibility for frontline information provision for the immigrant community provided that there is an adequate referral system to immigrant organisations. Accordingly, representation and support of vulnerable groups and clients with poor English and complex cases, and engagement with statutory organizations on those issues are tasks best suited to immigrant organisations or special units within the Citizen Information Service.
- Existing collaboration between the City, NGOs and academics should continue and deepen. This would benefit all stakeholders and particularly useful for evaluating relevant policies and practices.

Notes