

Policy and Practice Targeting the Labour Market Integration of non-EU Nationals In Ireland

Emma Quinn, ESRI/EMN Ireland

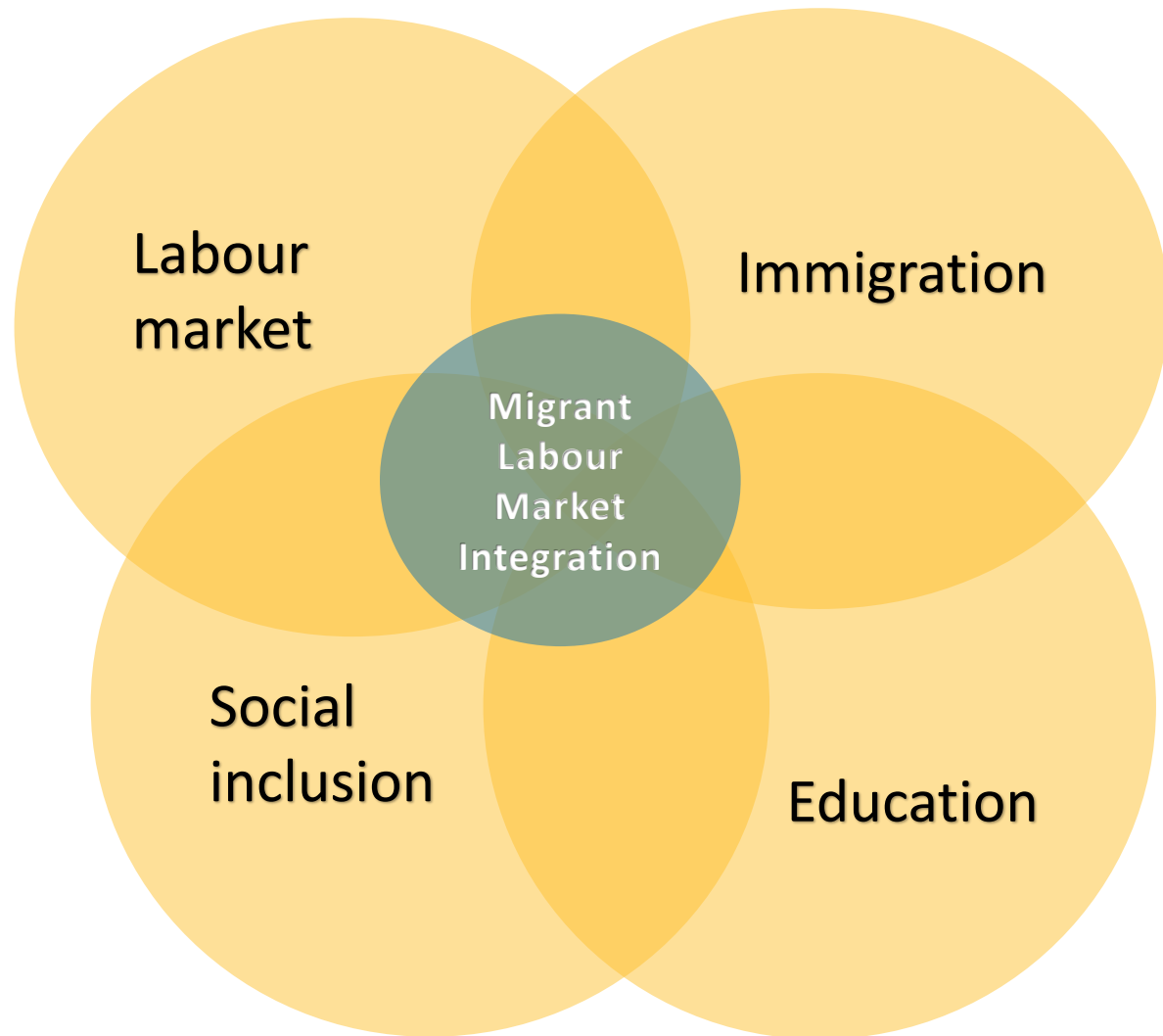
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Study objectives and context, recent trends and labour migration/immigration policy

Study scope and objectives

- EU-wide study which focuses on specific policies, strategies and models for the labour market integration of non-EU nationals – in Ireland the Migrant Integration Strategy is key
- Labour migration policy determines who may access the labour market and under what conditions. The effect of general labour market and social policy provision in Ireland on labour market integration is outside the study scope
- Target group is regularly staying non-EU nationals with a right to work
- Excludes measures targeting students, graduates, asylum seekers and beneficiaries of international protection
- Examples of public, community and private sector “promising” practices
- Methodology: desk research plus interviews OPMI, ETBI, PAS, BITCI, ICI, MRCI, NCP, Crosscare. Input also from DBEI, DES and DEASP

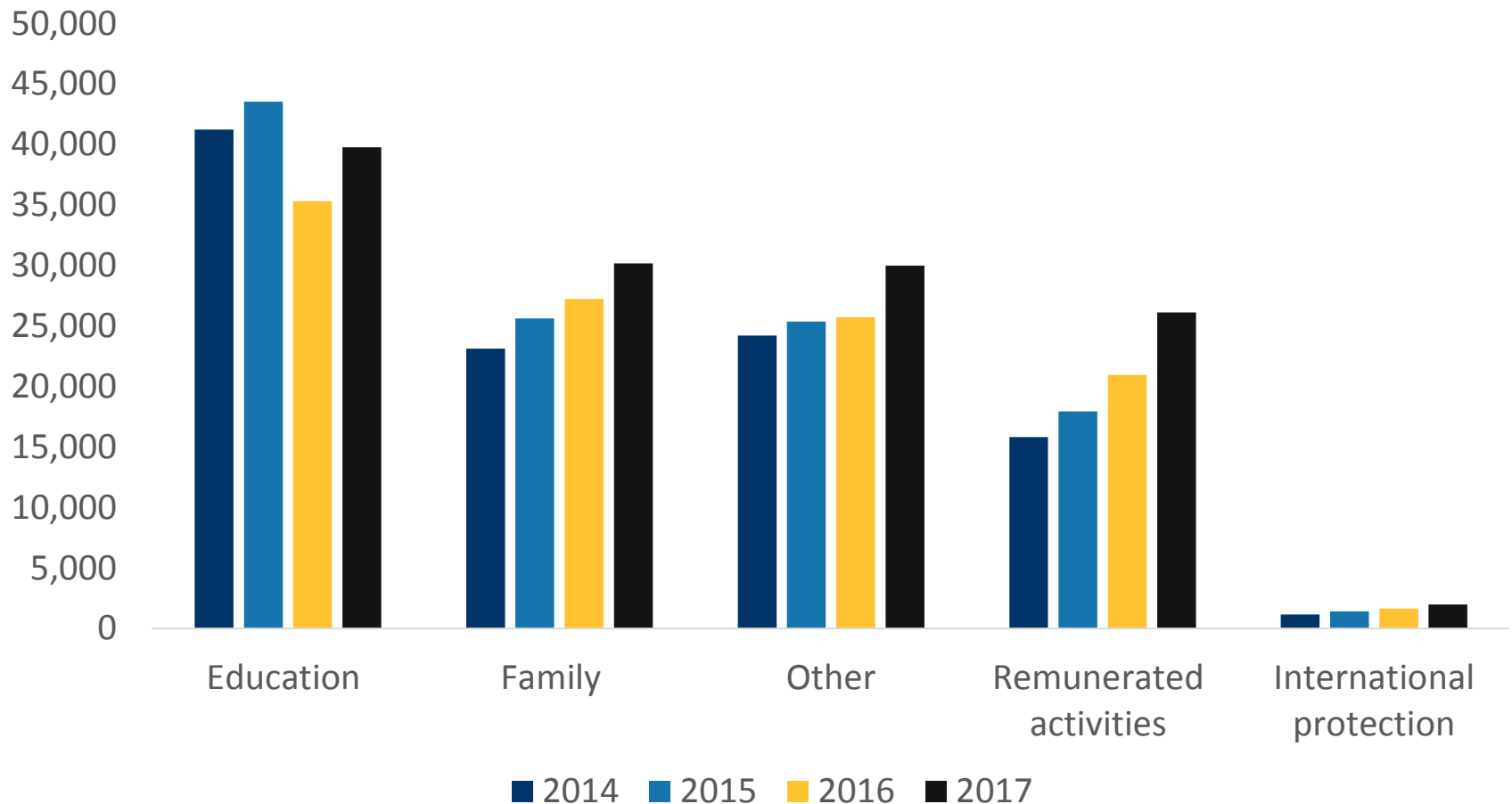
Migrant labour market integration: Intersecting policy areas



Context and previous research

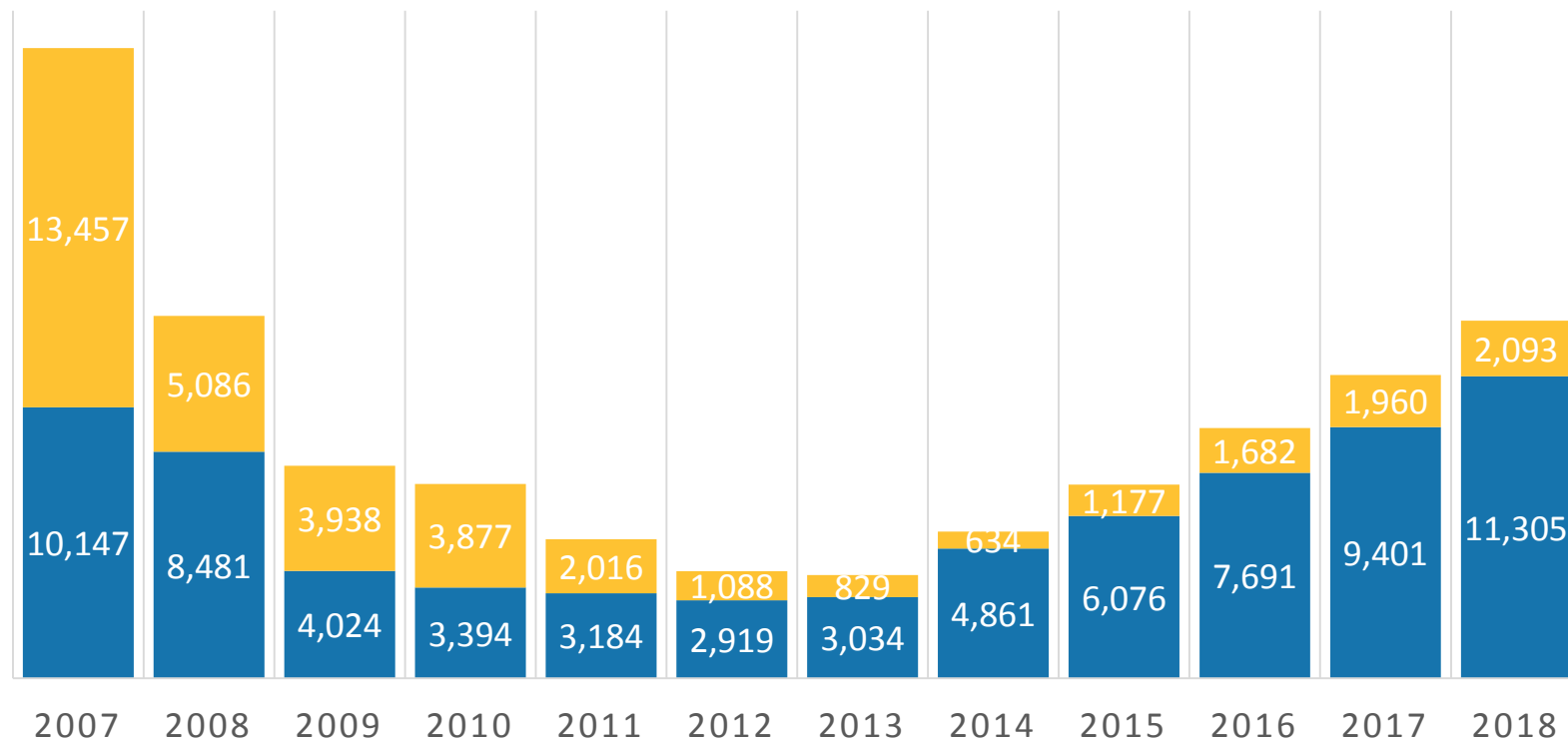
- Integration: ‘ability to participate to the extent that a person needs and wishes in all of the major components of society without having to relinquish his or her own cultural identity’ (DJE, 2017).
- Labour market integration as fundamental to economic and social inclusion, access to accommodation etc. (European Commission, 2016)
- Research shows non-EU nationals tend to have lower employment rates and higher unemployment rates than Irish nationals (McGinnity et al., 2018)
- Previous research also shows migrants may be at risk of discrimination, underemployment, lack of career progression and low pay, poor recognition of qualifications

Non-EEA residence permissions valid in Ireland, 2014–2017



Employment Permits Issued, 2007–2018

■ Permits issued ■ Permits renewed



Critical Skills Employment Permits (CSEP) – 45% of permits issued in 2017
General Employment Permits – 38% of permits issued in 2017

Labour migration and immigration policy

- *Review of economic migration policy 2018* – greater flexibility needed in EP system
- *Future jobs Ireland: 2019* – efficient processes needed to attract non-EEA workers. Also need to develop skills and improve participation among the population already in Ireland
- Spouses and partners of CSEP do not need to hold EP (March 2019)
- Family members generally given a stamp 3 residence permission – no labour market access (INIS policy document)
- NGOs recommend greater clarity on labour market access and awareness-raising among employers. Proactive marketing also recommended in *Review*
- MRCI argues that restricted job mobility and salary thresholds also raise problems for integration (MRCI, 2015)

Migrant Integration Strategy, employment actions

Recently funded local measures

Migrant Integration Strategy: Employment

- Total of 76 actions assigned to 21 bodies. Primary focus is on ensuring the equitable provision of public services within a mainstreamed system
- OPMI, Migrant Integration Strategy Monitoring and Coordination Committee
- Ten actions focus specifically on employment:

Action 38	Disaggregated data on unemployment - CSO
Action 39	Ensure further education and training programmes meet the specific needs of migrants – SOLAS/ETBs
Action 40	Ensure programmes specifically catering for unemployed migrants whose language skills require development contain a language component – SOLAS/ETBs
Action 41	Ensure appropriate levels of engagement with migrants registered as jobseekers – DEASP
Action 42	Analysis of joblessness among jobseekers of African origin - DEASP

Migrant Integration Strategy: Employment (cont.)

Action 43	Promote the QQI system for recognising vocational skills accredited in other countries - QQI
Action 44	Outreach and support measures to increase the number of persons from an immigrant background working in the civil/wider public service - Public Appointments Service
Action 45	1% per cent of the public workforce from an ethnic minority background - DPER
Action 46	Raise awareness of state board opportunities – Public Appointments Service
Action 47	Engage with prospective migrant entrepreneurs - Enterprise Ireland/LEOs

Recent funding targeting integration

Communities
Integration Fund -
approx. €500,000
annually since 2017

EU Asylum, Migration
and Integration Fund -
2016 call, €4.5 million
e.g.

- MUKISA Capacity Building Programme, Waterford Area Partnership

ESF Programme for
Employability, Inclusion
and Learning (PEIL);
integration &
employment of migrants -
2016 call, €3.3 million e.g.

- BITCI: Employment for People from Immigrant Communities (EPIC)
- New Communities Partnership: Migrant Access Programme (MAP)
- Seetec: Welcome to Work programme

National Funding to Promote the Integration of
Immigrants -15 projects granted a total of €1,900,000.
6 target employment, e.g.

- Migrant Teacher Project, Marino Institute of Education
- Employment and Integration Service, Mendicity Institution
- EPIC, BITCI

Progress and challenges identified in relation to migrant labour market integration

Further Education and Training/English language supports

- FET: Need for orientation courses and confidence-building highlighted by stakeholders. Challenges identified by ETBI include ensuring relevant courses available at the required level and securing sufficient resources
- English language supports: challenges included disparate provision, lack of a national strategy (Kett, 2018), or structured framework, lack of awareness of services. Need for tailored language courses for different needs. Poor recognition of QQI language awards
- ETBI stated FET programmes enhanced and improved and they are working towards greater consistency and coherence in ESOL provision. Forecast ESOL beneficiaries 2018 was 14,749. Actual no. was 10,399
- In April 2019, OPMI advised that actions 39 (FET programmes to meet needs of migrants) and 40 (language component in programmes catering for unemployed migrants) were designated as having 'minor problems or delays'

Qualification recognition, engagement with migrant jobseekers, public sector jobs

- Lack of recognition of migrants' skills and qualifications. Increased efforts needed, including by Irish professional bodies, and increased promotion of the QQI service (NARIC)
- NGOs recommended courses to bring qualifications and skills to the required standard, to ensure transferability of skills and qualifications
- Access to interpreters by migrant jobseekers accessing DEASP services (Crosscare, 2018)
- In April 2019, OPMI advised that action 43 (QQI) had 'minor problems or delays' and action 41 (DEASP) was 'on track'
- African jobseekers lowest employment rate among all nationality groups after 12 months (Cronin et al, 2018) (action 42)
- Majority of public sector jobs are limited to EEA citizens, outreach by PAS may be relevant to non-EU nationals who may later naturalise

Collaborative implementation of Migrant Integration Strategy

- Success of the MIS depends on collaboration and effective cross-departmental engagement, level of engagement varies, competing priorities
- Local level implementation – challenge to get information on LA activities; few local plans updated (ICI, 2018). Just over half of local authorities reported that their local enterprise office (LEO) had progressed action 47 (engage with migrant entrepreneurs)
- No direct reporting link between Strategy and e.g. SICAP.
- Private sector involvement in the strategy design and implementation is somewhat limited
- Civil society organisations observed more political interest in attracting workers vs upskilling resident migrants

Conclusions

- Increase in migrant worker population underlines need for labour market integration measures
- EU level report shows that the most common challenges in MS relate to accreditation of job qualifications/assessment of skills, discrimination in recruitment and managing varying levels of language skills
- Progress since 2017 with publication of Migrant Integration Strategy and targeted funding. Outcomes of the 2017-2020 strategy to form basis for future policy, with interim report crucial for taking learning forward
- Importance of growing knowledge base - DEASP study good example of assessment of mainstream services meeting needs of migrant groups. CIF 2017 evaluation informed 2018. Important to continue to monitor migrant outcomes

Thanks for your attention!

Report available at:

www.emn.ie and www.esri.ie

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