

Towards Integration

A City Framework



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CONTENTS:

ACKNOWLEDGEMENT	2	SECTION TWO:	
CHAIRPERSON INTRODUCTION	3	The Diversity Dividend for Dublin City.....	23
DECLARATION OF INTENT	6	2.1 Recent Statistics on Settlement	
FOREWORD	7	Patterns in Dublin City	23
TOWARDS INTEGRATION		2.2 Challenges arising from	
– The Dublin City Charter.....	9	Rapidly Growing Diversity	24
TOWARDS INTEGRATION		2.3 Gender and Diversity.....	28
– A Dublin City Framework	10	2.4 Diversity and Opportunity for the City	29
EXECUTIVE SUMMARY	13	SECTION THREE: Integration as a Way	
SECTION ONE: Aim of the Project	19	Forward for Everyone.....	31
1.1 Approach and Methodology.....	19	3.1 Understanding Integration.....	31
1.2 Steering Group	19	3.2 Principles Underpinning Integration.....	32
1.3 Statistical Analysis.....	19	3.3 Approaches to Integration	
1.4 Study of Approaches in other Cities	20	in European Cities.....	32
1.5 Consultation with Agencies Involved		3.3.1 Amsterdam	33
in Implementing the National Action		3.3.2 Birmingham	33
Plan Against Racism	20	3.3.3 Bologna	33
1.6 Consultation with Minority Led Ethnic Groups		3.3.4 Frankfurt.....	33
and NGOs	20	3.3.5 Madrid.....	33
1.7 Agreement and Commitment	20	3.3.6 Marseille	33
		3.3.7 Paris	34
		3.3.8 Stockholm.....	34
		3.3.9 Nuremburg	34
		3.3.10 Stuttgart	34
		3.3.11 Summary of Best Practice.....	35

SECTION FOUR: Consultation with**Members of New Communities37**

4.1 Focus Groups37

4.2 Challenges to integration in Dublin City37

4.3 Address barriers to Employment,
Housing, Education and Healthcare.....38

4.3.1 Employment38

4.3.2 Housing.....38

4.3.3 Education.....39

4.3.4 Healthcare 639

4.3.5 Access to Services.....39

4.3.6 Information provision40

4.3.7 Safety.....40

4.3.8 Participation in Social and Political Life40

4.4 Summary of Views Regarding an
Integration Framework for Dublin City42**SECTION FIVE:****Current Approaches to Integration.....45**5.1 National Context –
Office of the Minister for Integration455.2 National Action Plan
Against Racism (NPAR)465.3 Dublin Inner City Partnership Action
Plan Against Racism.....46

5.4 Guidance for Organisations47

5.4.1 Guidance for Employers
and Service Providers47

5.4.2 Guidance for Public Service Providers.....47

5.5 Individual Organisational Responses48

5.5.1 Dublin City Council
– Administrative Authority for the City485.5.2 The Health Service Executive
– Essential Services495.5.3 The Department of Education
and Science – National Policy50

5.5.4 Garda Síochána - Essential Services..... 51

5.5.4 Fáilte Ireland – The Business Case 51

5.5.6 The Football Association of Ireland
– Sports Organisation.....52

5.5.7 FÁS – Labour Market Services52

5.5.8 Summary53

SECTION SIX: Towards Integration**– A Dublin City Framework55**6.1 Vision for the Dublin City
Integration Framework556.2 Principles of Dublin City
Integration Framework.....556.3 Activities of the Dublin City
Integration Framework.....56

6.4 The Next Steps.....56

BIBLIOGRAPHY57**APPENDICES60**

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city by participating in this project and giving invaluable information to complete the picture of the situation in the City.

Thanks also to the members of the Steering Group for their valuable insights and contribution to the process, in particular to the Chairperson Mary Murphy for directing and contributing to the work of the project.

Thank you to the staff of the Office for Integration Dublin City Council, in particular Anna Brannigan, Cormac O'Donnell and Gerry Folan, whose dedication and hard work saw this project through to completion. Finally I would like to thank the Director of Community and Enterprise, the Dublin City Development Board and Dublin City Council for providing much needed leadership in this area and demonstrating that change can be achieved through dialogue, collaboration and taking the initiative.

**Maria Hegarty,
Equality Strategies Limited**

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CHAIRPERSON INTRODUCTION

As Chair of the Dublin City Development Board I welcome the publication of the document *Towards Integration A City Framework* as the outcome of a process of research and consultation undertaken on behalf the Board which establishes a focus on the issue of integration at city level and sets forward a framework for co-operation between all the city stakeholders.



**Councillor Sean Kenny, Chairperson
City Development Board**

A priority objective of the Board in its review of priority actions 2006-2008 was the development of a strategic response to the needs of new communities in the city. I am pleased the Board has delivered on its commitment and that the framework represents an important step forward in creating a visible process on integration.

Immigration is the principal contributor to population growth in Europe and Ireland ranks fourth of European nations with 14.1 % of population being foreign born.

Cities in particular capital cities are magnets of migration and in that context Dublin is no different with the percentage of non national population resident in the city now over 15%, the largest in the state.

Much of our immigration growth has been labour market driven in context of our economic success of the last ten years. The current slow down in the economy may lessen that growth in the immediate future. Nevertheless many people are here for the medium to long-term and while managing immigration is the job of government managing integration is a responsibility which ultimately falls on the city and its network of agencies.

Apart from economic opportunities, when settling in a new city immigrants also seek access to information and services. The availability of social and affordable housing, access to education and health, and maintaining a safe environment are critical to furthering integration. It is encouraging that many of our Board member agencies are actively responding with policies and actions and adapting their services for new needs.

As a city challenging racism and creating welcoming communities, which have a positive attitude towards cultural diversity we can allow people to plan their future with confidence and participate actively in the economic, social and political structures of our city.

I welcome the Declaration of Intent by all stakeholders which is a powerful and positive commitment towards the process of integration and I commend the vision of Dublin as a welcome city conscious of its new diversity founded on agreed principles which sends out a strong message of openness for all ethnic minorities

DECLARATION OF INTENT

In a city of change, increasingly diverse in the makeup of its people, the integration of the new migrant population will be a key determinant of the future success and prosperity of the city.

Consistent with the objective of the Dublin City Development Board to promote, support and develop a framework on integration for the city we, as members of the Board, do hereby endorse the vision and principles and process set out herein.

Furthermore, as stakeholders in the economic, social and cultural life of the city, we undertake to continue to develop a strong integration focus and dimension in our strategic planning and business processes which will enhance equality of opportunity, access to information and service provision at a city level for the migrant population.

We will continue to facilitate, cooperate and collaborate in measures, actions and policies which will effectively contribute to the concept of an open, welcome and integrated city.

- Dublin City Council
- Health Service Executive
- Dept. Education & Science
- Dept. Social & Family Affairs
- FÁS
- Department of Justice, Equality and Law Reform
- An Garda Síochána
- Area Development Partnerships
- Dublin City Community Forum
- Enterprise Ireland
- Dublin Chamber Commerce
- Dublin City Enterprise Board
- Irish Congress of Trade Unions
- Dublin Tourism
- City of Dublin VEC
- IDA Ireland
- Dublin City Childcare Committee

FOREWORD

We welcome this report which consolidates the research and information necessary for Dublin, as a city of diversity, to move forward in shaping a policy framework which will enable us to manage and influence the impact of migration for benefit of all our citizens.

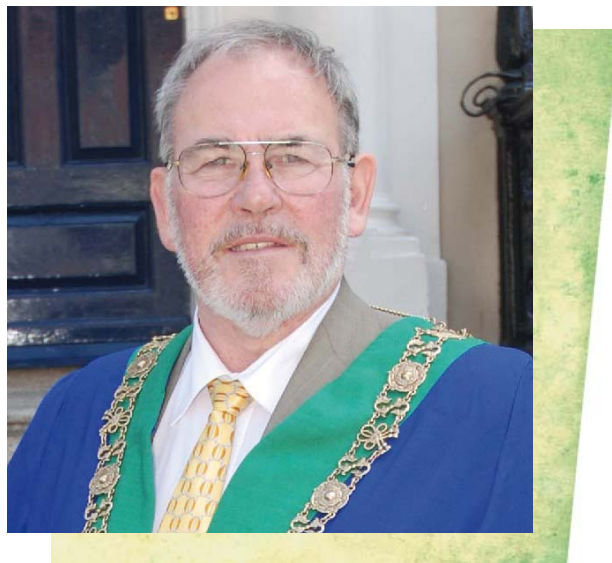


John Tierney, Dublin City Manager

Policy implementation will primarily take place at the local level. The city's ability to facilitate the integration of the new migrant population will be a crucial factor in determining the contribution of migration to the future cohesion and success of the city.

Integration is a two way process of mutual accommodation between the immigrant population and the residents of the host city. It requires the acquisition of cultural competence, structural participation, interaction and identification.

Managing integration will become a key challenge for Dublin City Council in its leadership role for the city and as key service provider to people in the city.



Paddy Bourke, Lord Mayor

The City Council, through democratic mandate of the elected members, has a primary role to support and promote social inclusion, diversity and quality of life for all citizens of the city.

Unlike the European model of city government, the City Council doesn't have authority in relation to other statutory service providers like health, education, and policing for example, but it can use its leadership position for the City to provide for more effective co-operation with other agencies and co-ordination of services based on a shared vision.

Developing a response to the challenge of integration is a shared task at national and local level which will require a partnership approach

between all the stakeholders public, private, NGO and the wider community. The elements are multi-faceted and cross all levels of the public service provision from education, health, social welfare, employment and enterprise and local government.

Working with the agency network of the Dublin City Development Board embraces all of the key service providers involved at city level thereby ensuring broad ranging and inclusive action on integration.

It is envisaged that the process of implementation of the policy framework will promote and strengthen understanding and delivery of the principles of the National Policy Against Racism on a citywide basis, increase awareness of the value of diversity in a changing city and progress the development of integration measures and enhance social cohesion.

The framework demonstrates the current level and adequacy of policy response at city level. It further articulates the issues and challenges at city level which can influence the strategic policy response of all stakeholders and can facilitate and progress integrated actions into the future.

We already have some good examples of how individual service areas have adapted to the changing demand but we need to broaden and adapt our approach to ensure that, across the organisational structure of the city, we have policies and supports in place appropriate to the needs of all and, in particular, to the 15% of city population of migrant origin.

This policy framework is about setting a starting point to encourage all the partners/stakeholders at City level to take ownership of Integration, to review/adapt their own policies and priorities in order to ensure that information and service

provision takes account of the new reality and diversity of the city's resident population.

The process will involve the development of actions on integration, the promotion of joint actions/initiatives between agencies and agreement on standards of monitoring and evaluation.

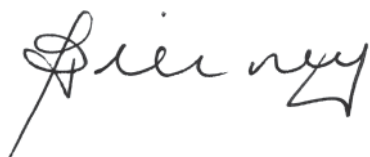
Our main approach to integration should be the adaption of mainstream policies and services rather than the creation of separate services for migrant groups. Mainstream policies should be proofed so that migrant issues are taken into consideration and reflected where necessary. The successful integration of migrant communities into our society is critical to the development of a socially cohesive society into the future.

Immigration is the common experience of all major European cities and while we can learn from the European experience, ultimately it will be about the choices we ourselves make which will determine the outcomes.

Dublin as an outward looking, increasingly cosmopolitan city, must continue to foster a culture of openness across a range of factors which adds to our competitive advantage and continues to attract and retain people. This will be one of the key drivers to achieving a successful city.

As lead agency for the City Development Board the City Council will create a focal point for Integration and is committed to giving strong civic and political leadership in this regard.

Integration is a longterm and evolving process. Working together with the agreement of the committed stakeholders in the city, provides the flexibility for continuing development towards supporting, enabling and influencing the shape of integration at city level for the future.



John Tierney, Dublin City Manager



Paddy Bourke, Lord Mayor

TOWARDS INTEGRATION

Dublin City Council Charter

DUBLIN CITY COUNCIL will:

- Act as a focal point for Integration in the city through strong civic and political leadership and build a strong knowledge base through active participation in local/national/international networks.
- As lead agency of the City Development Board, continue to promote and support the implementation of the integration process in partnership with all stakeholders national and local, state and non governmental and the social partners.
- Establish an Annual Integration Dialogue and facilitate and support Integration Forums at area level.
- Establish a Migrant Forum as a channel of communication on migrant issues at city level.
- Promote and support the development of a City Intercultural Centre as centre of culture, learning and exchange, and training resource.
- Progress the implementation of Traveller Inter Agency Initiatives on employment, education, health and delivery of programme of accommodation.
- Continue to build supports for, and the capacity of, ethnic-led organisations to ensure full participation in economic social cultural and political life of the city.
- Establish integration as a core element of business processes and strategic planning in the organisation. Review and adapt organisation delivery of services and the accessibility of information for the migrant population particularly in areas of housing, recruitment and training, customer services, public works and service contracts.
- Commit to international best practice, and action through the UNESCO Charter and European Coalition of Cities against Racism and the implementation of the 10 point plan, and as an active member of international networks.
- Monitor and review activities, progress and outcomes and report on them publicly.

TOWARDS INTEGRATION

A Dublin City Framework

National and international experience demonstrates that an integration framework must be instrumental in both achieving a heightened awareness of the issues amongst the decision-makers and the community at large, and in bringing about active collaboration between all stakeholders.

An effective Integration Framework is a process of involving all people in an ever-evolving society, in devising, promoting and monitoring initiatives that will achieve measurable positive change in the situation and experience of all people.

Vision for the Dublin City Integration Framework

The **vision** is:

“Dublin City is a city of welcome, that creates trust, appreciation and protection for all its people, all its communities and consciously celebrates diversity.”

The vision is guided by the desire to see Dublin City as a City with:

- Mixed ethnic and income communities, progressing through employment and education;
- One where language is not a barrier in the city and language acquisition is enabled;
- One where all have equality in access, participation and outcomes from public services in the City;

- There is a high level of civic and political activity among all communities in the city; and
- There is a high level of awareness in the City that diversity is an asset.

Principles of Dublin City Integration Framework

The Integration Framework will support activity that:

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

Activities of the Dublin City Integration Framework

The Dublin City Integration Framework is a process that will continually **generate actions** based on this clear vision and principles. This proactive approach is promoted by Dublin City Council who are providing the political and administrative leadership. There will be individual and joint activities involving as many of the stakeholders as possible, which will be monitored and reported upon publicly. The Framework will comprise activities to:

- Develop organisational integration policies, plans and measures, and including them in business planning and reporting;
- Mainstreaming integration objectives into service provider strategic planning processes and service delivery outputs;
- Supporting organisations in the City to adopt approaches that generate awareness, understanding, and collaboration between new and host communities and adapting to new service needs;
- Assisting organisations and employers to develop their staffs competency in promoting equality and interculturalism and challenging racism and discrimination;
- Exploring the options for independent complaint mechanisms, and alternative dispute resolution strategies, such as mediation;
- Encouraging employer in the public and private sectors to adopt the whole organisation approach to integration;
- Providing resources for community groups from new communities to participate in policy-making, equality proofing consultations and policy and programme review and monitoring mechanisms;
- Providing forums for dialogue on integration and encourage civic, social, economic and political participation of people from new communities;
- Prioritise the provision of access to English language acquisition opportunities;
- Prioritise the provision of information in a range of languages, and other strategies for addressing access to information for people from new communities;
- Prioritise access to services, and work to ensure that service providers devise policies, services and feedback mechanisms that are culturally-proofed and promote integration and equality;
- Ensure actions are gender sensitive;
- Monitor and review progress and evaluate outcomes of activities against agreed criteria.

The Dublin City Integration Framework is a process, that all members of the Dublin City Development Board are committed to. All member organisations are making a formal declaration of support and commitment to the process of ongoing participation, monitoring and review of outcomes.



EXECUTIVE SUMMARY

Aim and Approach of the Project

Dublin City Development Board undertook to develop an Anti-Racism, Diversity and Integration Framework for the City to progress the development of integration measures and enhance social cohesion. An action research project was designed to develop a clear picture and get agreement among stakeholders to act to promote integration in a co-ordinated, coherent and co-operative manner. Integration is a process of mutual accommodation and can generate real benefits for the people of the city.

A Steering group was established with representatives from ethnic minority groups, including members of the Traveller community, public service providers, local development agencies and groups, non- governmental organisations, expert bodies, and social partners. Five focus groups were held with community development groups from new communities and non-governmental organisations. These focus groups were essential to gathering information on the perceptions, issues, and priorities among diverse communities in the City. A series of strategic meetings were held with stakeholders to consider organisational and city-wide activity. In addition a study of approaches in other cities and an analysis of the demographics arising from Census 2006 for Dublin were undertaken.

The Diversity Dividend for Dublin City

Cities are generally first to experience intense levels of activity and change. Research indicates that Ireland's demographic trajectory is changing rapidly, with half of the population growth in the last decade due to migration.¹ The 2006 preliminary census results show that the population of the greater Dublin area has increased to 1,186,159, representing a 5.6% increase since the last census. A recent study of migrants experience of low paid work in Dublin City revealed employment in both highly specialised labour and low-skilled service jobs. (Migrant

Rights Centre Ireland. 2007 p.17) It is estimated that migrants comprise 20% of the population of Dublin City, so they are contributing significantly to the effective functioning of the City. This symbiotic relationship can offer significant benefits, and help to create a dynamic, inclusive, integrated city. This framework titled "Towards Integration the Dublin City Framework" aims to achieve this.

Settlement Patterns in Dublin City

The figures show that the northeast area of the city centre continues to be home to the greatest concentrations of ethnic minority communities. However, people from ethnic minorities have spread further. The population of people from ethnic minorities accounts for more than a quarter of the population in 40 electoral divisions (ED's), while a further 61 have an ethnic minority population that is higher than 10%. 57 ED's have an ethnic minority population of 5-10%, leaving only 5 ED's with a minority population of less than 5%.

Challenges arising from Rapidly Growing Diversity

A recent Oireachtas report states that "conditions for many immigrants are clearly less than ideal, not only in terms of their material well-being but also of their integration into Irish society".² Access to housing and the quality of housing are crucial to integration.³

¹ National Economic & Social Council, 2006 Report No. 115. "Migration Policy". Dublin: National Economic and Social Development Office.

² Houses of the Oireachtas Joint Committee on European Affairs Thirteenth Report. March 2007. "Report on Migration and Integration Policy in Ireland". Dublin: Government of Ireland.

³ This is a view emphasised in Focus Ireland. 2007. "Annual Report 2006 – Finding a Way Home". Dublin: Focus Ireland.

The National Economic and Social Council argue that sustainable communities rely on the creation of high quality neighbourhoods. Peoples views across member states were recently analysed in the Special Eurobarometer 263 “Discrimination in the European Union”. Among the factors that were found to influence people’s views is whether or not they have friends from other ethnic origins, i.e. “proximity” has an impact on perceptions. (EU 2007 P:39)

The experience of discrimination, that is, being treated less favourably than another person, is a very serious manifestation of inequality. Central Statistics Office (CSO) research on equality reveals 12.5% of the population have experienced discrimination.⁴ This could mean that over 20 million people in the EU experience discrimination on a yearly basis.⁵ Persons from ‘other ethnic backgrounds’ reported the highest rate of discrimination in Ireland with over 31% stating that they felt discriminated against.

Gender and Diversity

Gender, is a factor for women and men and their specific experiences including experiences of discrimination and inequality. It is a factor that may operate in different ways, but does impact no matter what your ethnicity. There are gender differences that define a persons situation, for example, the likelihood of achieving economic independence, experiences of access to state services etc. Gender can be a determinant of outcomes. When combined with the status of ethnic minority gender becomes even more significant. Gender therefore must be named and addressed in all analysis, policy development and measurement of outcomes in the Dublin City Integration Framework.

Integration as a Way Forward for Everyone

Many reports have been produced that demonstrate the contribution immigrant communities are making to social and economic development in Ireland.⁶ The Dublin City Integration Framework is underpinned by an understanding of integration as a two-way process, which is inclusive and based on equality and the safe-guarding of human rights. The Oireachtas Joint Committee on European Affairs note that what is required is “a fundamental shift in attitudes, structures and services. It is not simply a matter of making public services more user-friendly for migrants but of the nature of the relationship between the migrants and Irish society in general and the nature of governance.” (Houses of the Oireachtas. March 2007. P:5) The case studies highlight that despite contextual, historical and regulatory differences, local authorities all over Europe are supporting:

- Forums for dialogue, consultation and decision-making, involving new communities to achieve integration;
- Allocating responsibility for integration, both internally in their own administrative areas of responsibility and among other organisations providing services in the city;
- Involving all stakeholders in integration work, through the provision of support for individual organisation and collaborative projects; and
- Preparing with stakeholders, integration and equality plans, allocating budgets to their implementation and monitoring and reviewing outcomes publicly.

The Dublin City Integration framework will incorporate this range of activities.

⁴ Central Statistics Office. 2004.

⁵ European Commission. November 2006. “European Handbook on Equality Data”. European Commission: Directorate – General for Employment, Social Affairs and Equal Opportunities.

⁶ Eijorh Theophilus. 2006. “Inclusive Citizenship in 21st Century Ireland What Prospects for the African Immigrant Community?” Dublin: The Africa Centre on the Civic Participation.

Consultation with Members of New Communities

Five focus groups were held with people who are members of new communities in the City. The focus groups were organised through:

- Migrant Right Centre Ireland,
- Immigrant Council of Ireland,
- New Communities Partnership,
- Pavee Point; and
- Dublin City Council Office for Integration.

The participants at the focus groups came from all over the world with a variety of experiences. The participants discussed in detail the need to build an inclusive, equality based integration framework. The guest worker model was viewed negatively as people are seen as temporary visitors only, and immigrants feel there is no recognition for those who came and helped to build the economy. The view was that the Dublin City Integration Framework must involve people from new communities as contributors and partners who will help them to build a good relationships among different communities in Dublin. The need to build the capacity of all stakeholders to challenge discrimination and racism was identified as was the need to monitor complaints regarding access to services and employment outcomes.

In summary participants in the focus groups were clear. There is an urgent need for a robust, City Integration Framework, involving all stakeholders in:

- Developing their own organisational integration policies, plans and measures, and including them in business planning and reporting;
- Mainstreaming integration objectives into their strategic planning processes and service delivery outputs;

- Use approaches that generate awareness, understanding, and collaboration between new and host communities;
- Ensure that activities are not gender blind;
- Become competent in promoting equality and interculturalism and challenging racism and discrimination;
- Provide complaint mechanisms, including alternative dispute resolution strategies such as mediation;
- Provide resources for community groups from new communities to participate in policy-making, equality proofing consultations and review and monitoring mechanisms;
- Provide forums for dialogue on integration and encourage civic, social, economic and political participation of people from new communities;
- Prioritise the provision of access to English language acquisition opportunities, information in a range of languages and services that are culturally-proofed and promote equality;
- and
- Monitor and review progress and evaluate activity outcomes against agreed criteria.

Current Approaches to Integration

At the national level a new Office of the Minister for Integration was established in June 2007 and the Minister Conor Lenihan TD launched the government policy statement on integration Migration Nation in May 2008. The Immigration Residence and Protection Bill 2008 is currently before the Dail. Meanwhile the National Action Plan Against Racism continues to provide a ‘whole system approach’ etc

- Mainstreaming an intercultural approach into policy-making processes and into all relevant policy areas, with reference to Ireland’s commitments to equality and human rights.

- Targeting of specific strategies to overcome the inequalities experienced by specific groups informed by an evidence-based approach to policy making.
- Benchmarking progress through targets and timescales and the development of statistical strategies to provide the necessary data to measure such progress.
- Engagement of key stakeholders and drivers to support the implementation of the NPAR including policy makers, specialised and expert bodies, the social partners and local communities, including groups representing cultural and ethnic minorities.

The Dublin Inner City Partnership Action Plan Against Racism, formulated through a consultation process run by community-based networks in the city, seeks to add a local focus and encourage a community-development approach to achieving its anti-racism, encouraging integration and fostering diversity objectives.

Towards Integration A Dublin City Framework

National and international experience demonstrates that an integration framework must be instrumental in both achieving a heightened awareness of the issues amongst the decision-makers and the community at large, and in bringing about active collaboration between all stakeholders.

The **-vision** is:

“Dublin City is a city of welcome, that creates trust, appreciation and protection for all its people, all its communities and consciously celebrates diversity.”

The vision is guided by the desire to see Dublin City as a City with:

- Mixed ethnic and income communities, progressing through employment and education;
- One where language is not a barrier in the city and language acquisition is enabled;
- One where all have equality in access, participation and outcomes from public services in the City;
- There is a high level of civic and political activity among all communities in the city; and
- There is a high level of awareness in the City that diversity is an asset.

The following **principles** are agreed. The Integration Framework will support activity that:

- I. Promotes Equality, by setting equal access, participation, outcome and condition objectives for all through action 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.

The Dublin City Integration Framework is a process that will continually **generate actions** based on this clear vision and principles.

This proactive approach supported by Dublin City Council who provide the political and administrative leadership required. There will be individual and joint activities involving as many of the stakeholders as possible, which will be monitored and reported upon publicly.

The Framework will comprises activities to:

- Develop organisational integration policies, plans and measures, and including them in business planning and reporting;
- Mainstreaming integration objectives into service provider strategic planning processes and service delivery outputs;
- Supporting organisations in the City to adopt approaches that generate awareness, understanding, and collaboration between new and host communities and adapting to new service needs;
- Assisting organisations and employers to develop their staffs competency in promoting equality and interculturalism and challenging racism and discrimination;
- Exploring the options for independent complaint mechanisms, and alternative dispute resolution strategies, such as mediation;
- Encouraging employer in the public and private sectors to adopt the whole organisation approach to integration;

- Providing resources for community groups from new communities to participate in policy-making, equality proofing consultations and policy and programme review and monitoring mechanisms;
- Providing forums for dialogue on integration and encourage civic, social, economic and political participation of people from new communities;
- Prioritise the provision of access to English language acquisition opportunities,
- Prioritise the provision of information in a range of languages, and other strategies for addressing access to information for people from new communities;
- Prioritise access to services, and work to ensure that service providers devise policies, services and feedback mechanisms that are culturally-proofed and promote integration and equality;
- Ensure actions are gender sensitive;
- Monitor and review progress and evaluate outcomes of activities against agreed criteria.

The Dublin City Integration Framework is a process, that all members of the Dublin City Development Board are committed to. This proactive approach is promoted by Dublin City Council who are providing the political and administrative leadership. All member organisations are making a formal declaration of support and commitment to the process of ongoing participation, monitoring and review of outcomes.



SECTION ONE:

Aim of the Project

Dublin City Development Board as part of its Strategic Review & Priority Actions 2006-2008 committed to undertaking the development of a Strategic Anti-Racism, Diversity and Integration Framework for the City.

The Board with Dublin City Council as lead agency acts as a partnership of strategic stakeholder interests in the City with representation from four sectors of local government, local development, statutory agencies and social partners. It has a key role in enhancing the coordination and integration of public service delivery while maximising the contribution of all stakeholders to the betterment of the social, economic and cultural life of the city. It is within the context of this remit that Dublin City Development Board sought to develop a framework approach:

- to promote and strengthen understanding and implementation of the principles of the National Action Plan Against Racism on a city wide basis;
- increase awareness of the value of diversity in a changing city; and
- progress the development of integration measures and enhance social cohesion.

Proposals were designed to meet these objectives to:

- consult and liaise with the relevant actors regarding barriers, challenges and approaches to promoting integration;
- facilitate a Steering Group on Integration that would address among other things, anti-racism and diversity strategies for the city;
- conduct research into city wide anti-racism and diversity actions in other jurisdictions;
- draft an Integration Strategy; and
- embed the objectives contained in the Strategy in the service provision of relevant stakeholders.

1.1 Approach and Methodology

The action research approach sought to:

- I. Develop of a clear picture - shared by all key stakeholders, that is, all sections of the community and public authorities and agencies – of the issues, opportunities and challenges in building a society that is diverse and multicultural, integrated and which ensures equality for all; and
- II. Get agreement among stakeholders to act to promote integration in a co-ordinated, coherent and co-operative manner.

1.2 Steering Group

The first step was to establish a Steering Group and ensure that the membership was one that supported the achievement of the objectives of the exercise. The Steering Group included representatives from ethnic minority groups (note: Travellers are included here in “ethnic minorities”), public service providers, local development agencies and groups, non- governmental organisations, expert bodies and social partners.

1.3 Statistical Analysis

Results from the 2006 Census and other relevant sources that were available were analysed in order to map more clearly the geographic settlement patterns of ethnic minority communities in Dublin City.

1.4 Study of Approaches in other Cities

Other City and local anti-racism strategies and integration action plans were examined. Of note are those cities that have committed to the world-wide UNESCO initiative for cities against racism. Examples of activities that have integration objectives are discussed later in this report.

1.5 Consultation with Agencies Involved in Implementing the National Action Plan Against Racism

Information provided by agencies such as Diversity Ireland (the Strategic Monitoring Group for the NPAR), the Equality Authority, the Human Rights Commission and the National Consultative Committee for Racism and Interculturalism was reviewed to gain an assessment of how they judge the progress made to date on implementing the NPAR and its impact.

1.6 Consultation with Minority Led Ethnic Groups and NGOs

A survey was discussed and considered not appropriate for this exercise as members of the Steering Group were of the view that many research reports have indicated the issues and that focus groups were more appropriate to generating strategic thinking. Five focus groups were held with community development groups from new communities and non-governmental organisations. These focus groups were essential to gathering information on the perceptions, issues, and priorities among diverse communities in the City.

1.7 Agreement and Commitment

A series of strategic meetings were held with stakeholders to allow members consider the individual stakeholder level and collective activity on a city-wide basis. Other stakeholders were also invited to present their views and details of activities. Meetings were held with:

- Health Service Executive,
- Dublin City Council
- Dublin Chamber of Commerce,
- Dublin City Area Based Partnership Managers,
- Department Education & Science
- An Garda Síochána
- New Communities Partnership,
- Immigrants Council of Ireland,
- Migrant Rights Centre Ireland, and
- Parish Integration Project, who brought together representatives of the Roman Catholic, Methodist, Church of Ireland, Network of Christian Leaders in Ireland, Romanian Orthodox Church, Joy in the Nation, Indian Orthodox Church and the InterChurch Committee on Social Issues.





SECTION TWO:

The Diversity Dividend for Dublin City

Cities are generally first to experience intense levels of activity and change. Cities are “social, economic, and political entities that have developed in response to the actions of countless individuals and relationships among a wide array of institutions and organisations”.⁷

Research indicates that Ireland’s demographic trajectory is changing rapidly, with half of the population growth in the last decade due to migration.⁸ Between 1996-2006 Ireland’s population increased at an annual average rate of 1.6 percent. This represents the largest population growth rate in the EU. The 2006 preliminary census results show that the population of the greater Dublin area has increased to 1,186,159 representing a 5.6% increase since the last census. The population of Dublin City has increased by 2%. Interestingly, it is estimated that employment in Dublin will grow by 33% in the period to 2016 and that 80% of Dublin City’s working population are currently employed in service industries. A recent study of migrants experience of low paid work in Dublin City found that employment in both highly specialised labour and low-skilled service jobs, characteristic of global cities, “exists in Dublin and there is a growth in the percentage of workers employed in service or unskilled employment” (Migrant Rights Centre Ireland. 2007 p.17) Lane and Ruane (2006) calculate that 30 percent of the total labour force is resident in the Dublin area and that there are more workers from non EU 25 countries in Dublin.⁹ It is clear that Dublin City provides an important focal point for successful integration strategies in Ireland.

What is often missing from the discussion on growing diversity is acknowledgement of the important contribution migrants are bringing to this society, economy and culture. Many important sectors of the Irish economy are now dependent

on the contribution of people from cultural and ethnic minorities, including the health sector, the agri/food sector, the information and technology sector and the service and tourism sectors. Cudden 2008 highlights that in Ireland, labour migration is considered to have had very positive economic effects and according to one estimate migrant workers have added two percentage points to Ireland’s GNP (Cudden, 2008).

The National Economic and Social Council recently highlighted that the overall success or failure of migration is “heavily dependent upon integration into the economic, social, cultural and political life in Ireland”. (NESC 2006 p.xii). Cities are and always have been a focal point of settlement. They are a location most new migrants are drawn to, because of the immediacy of social networks and the range of work opportunities. It is estimated that migrants comprise at least 15% of the population of Dublin City, so they are contributing significantly to the effective functioning of the City. This symbiotic relationship can offer significant benefits, and help to create a dynamic, inclusive, integrated city. This framework titled “Towards Integration A City Framework” aims to achieve this.

2.1 Recent Statistics on Settlement Patterns in Dublin City

The 2006 Census gives us the latest comprehensive view of the pattern of ethnic diversity in Dublin. The figures do show that the northeast area of the city centre continues to be home to the greatest

⁷ Brian Ray. 2003. “The Role of Cities in Immigrant Integration”. Accessed 27th November 2007 at <http://www.migrationinformation.org>.

⁸ National Economic & Social Council, 2006 Report No. 115. “Migration Policy”. Dublin: National Economic and Social Development Office.

⁹ This is based on 2002 census of population figures.

concentrations of ethnic minority communities – four out of the ten Electoral Divisions (ED's) in this part of Dublin have a local majority that are not white ethnic Irish, while a further three in that area have an ethnic minority population of over 25% (see Map 1). The other two ED's that have a majority of New Minority Ethnic communities are both in the southeast area of the city centre.

However a look at the same map confirms that the significant presence of ethnic minorities has spread further than the eastern city centre areas. 40 ED's have an ethnic minority population that accounts for more than a quarter of their population, while a further 61 have an ethnic minority population that is higher than 10%. 57 ED's have an ethnic minority population of 5-10%, leaving only 5 ED's with a minority population of less than 5%.

There are some minor differences in pattern between ethnic groups. For instance, the presence of black communities north of the city centre is noticeably thinner than south of it (Map 2).¹⁰ On the other hand Asian communities do not follow the same geographic pattern – for example, there is a noticeable cluster in the Beaumont area (Map 3). This may well be linked to the presence of the hospital there, providing further evidence of the tendency of recently arrived communities, to settle closer to where employment is available. Eastern European communities are the most widely spread of all and account for the largest numbers of people belonging to new ethnic communities (Map 4).

Census 2006 figures reveal that there were almost 74,000 non-Irish nationals living in the Dublin City administrative area in 2006. Cudden (2008) highlights that almost 34,000 or 46 per cent, were living within Dublin's inner city area. This represents a high proportion of migrant inner city dwellers, "as the same inner city area accounts for only

24 per cent of the total population of the city". (Cudden 2008 p:13) The report also highlights that the predominant ethnic group for Dublin City was White Irish, accounting for 81 per cent of the total city population compared to the national figure of over 87 per cent. Less than half a per cent of Dublin city residents stated that they were Irish Travellers in Census 2006.

Since the beginning of 2006 (the Census was gathered in the first half of 2006), according to the Department of Social, Community and Family over 180,000 further PPS numbers were issued to people coming to Ireland from Accession states of the EU, with over 60% of these coming from Poland (Table 1). We don't know the geographic spread of these latest arrivals. However, if even 25,000 of them have arrived since the Census and settled in Dublin City (a very conservative assumption), it would represent a further 5% of the City's population that is not included in the Census statistics.

2.2 Challenges arising from Rapidly Growing Diversity

A recent Oireachtas report states that "conditions for many immigrants are clearly less than ideal, not only in terms of their material well-being but also of their integration into Irish society".¹¹ The problem of racism was noted in Ireland's first report on the Convention the Elimination of All Forms of Racial Discrimination that noted the degree of hostility expressed toward minority groups increased and was particularly strong in relation to certain groups, including black people, Roma, refugees and asylum-seekers.

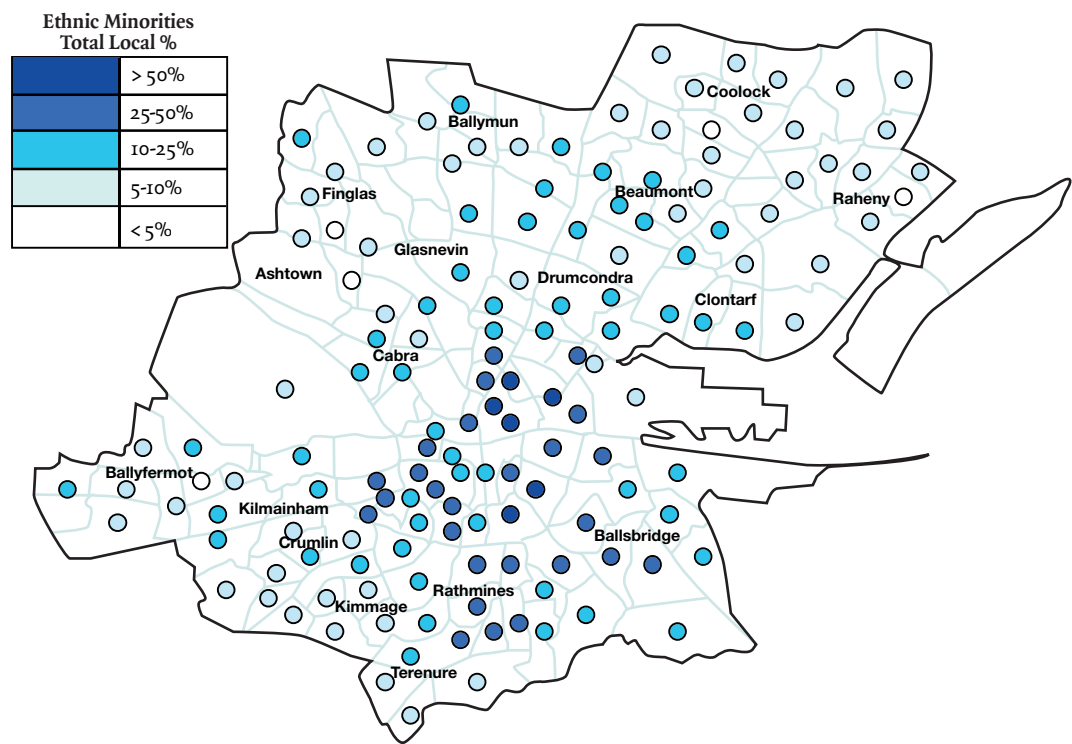
Some work has been done to explore the housing situation of migrant workers in Ireland.¹² Research reports have highlighted factors such as the high cost of accommodation, segregation of housing, inadequate housing and the shortage of social

¹⁰ The categories that are used here are those that are used by the Central Statistics Office.

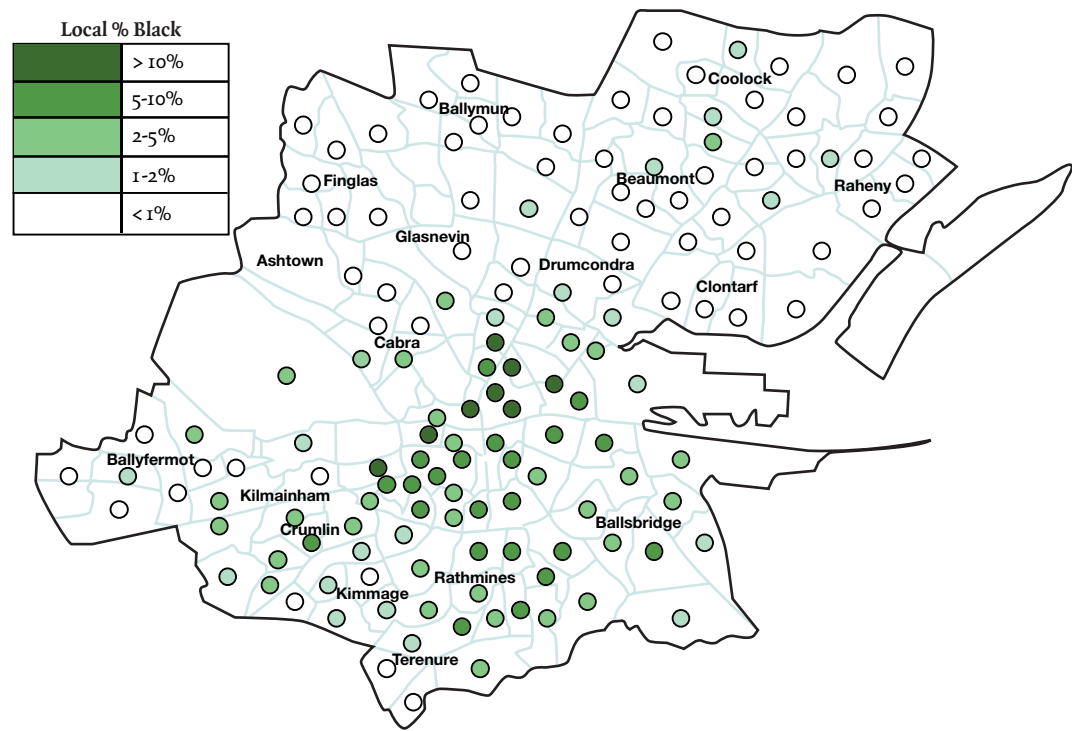
¹¹ Houses of the Oireachtas Joint Committee on European Affairs Thirteenth Report. March 2007. "Report on Migration and Integration Policy in Ireland". Dublin: Government of Ireland.

¹² Guerin, Pat. 2003. Building Solidarity Across Communities- Bringing Anti-Racism to the South-West Inner City.

Map 1



Map 2



housing as important barriers to integration in Ireland.¹³ Other research highlights the conditions that migrants are living in. Fassmann et al (2007) found that “migrants and settled minorities do generally appear to suffer higher levels of homelessness, poorer quality housing conditions, poorer residential neighbourhoods [...], and comparatively greater vulnerability and insecurity in their housing status”. Silke and Norris (Draft Jan 2008) found that the international experience displays wide variation in housing experience – linked to legal status, time in country and cultural differences.¹⁴ In addition in Ireland the lack of supply of social housing emerged as a key finding, as has the difficulties applicants experience in understanding the differing allocation policies and practices used by different local authorities. The researchers found that language problems for both housing practitioners and service users were raised in consultations as were difficulties in access to credit to purchase housing. (Silke and Norris. 2008).

Access to housing and the quality of housing are crucial to integration.¹⁵ The National Economic and Social Council argue that sustainable communities rely on the creation of high quality neighbourhoods that are accessible to migrants. (NESC. 2006. p.204). The Irish Centre for Human Rights at NUI Galway conducted a study, focusing on racism at the level of State and its institutions. They recommend that “all services provided or funded by the State without exception should be obliged to review their availability, accessibility and appropriateness for minority ethnic groups”. (Amnesty International. 2006. P:102).

Racism is a particular form of discrimination. Article 1.1 of the International Convention for the Elimination of Racial Discrimination defines racial discrimination as, “any distinction, exclusion,

restriction or preference based on race, colour, descent, or national or ethnic origin which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise, on an equal footing, of human rights and fundamental freedoms in the political, economic, social, cultural or any other field of public life”.¹⁶

Peoples views across member states were recently analysed in the Special Eurobarometer 263 “Discrimination in the European Union”. Among the factors that were found to influence people’s views is whether or not they have friends from other ethnic origins, i.e. and “proximity” has an impact on perceptions. (2007 P:39)

The necessity for interaction, as a tool for improving relations, is highlighted by the findings of the 2007 Special Eurobarometer Report. Level of education is the strongest factor, but the second strongest is interaction. The attitude towards a multi-cultural society is strongly related to having friends or acquaintances from other ethnic backgrounds. (2007 P:45)

The Equality Authority Annual Report 2005 highlighted that the race ground remained the largest category of case files under the Employment Equality Acts reflecting particularly difficult experiences of migrant workers. Furthermore the Traveller ground remains the largest category of case files under the Equal Status Acts with allegations of discrimination covering access to schools, licensed premises, shops, and public sector and private sector accommodation. In policy terms there are already directions that should be avoided, for example, Traveller Community organisations argue that the prevalence of “assimilationist accommodation policies and practices are fundamental in the continuation of Travellers’ exclusion”.¹⁷

¹³ Lowry, Helen. July 2006. “Realising Integration. Creating the Conditions for economic, social, political and cultural inclusion of migrant workers and their families in Ireland”. Dublin: Migrant Rights Centre Ireland; Guerin, Pat. 2003. Building Solidarity Across Communities- Bringing Anti-Racism to the South-West Inner City.

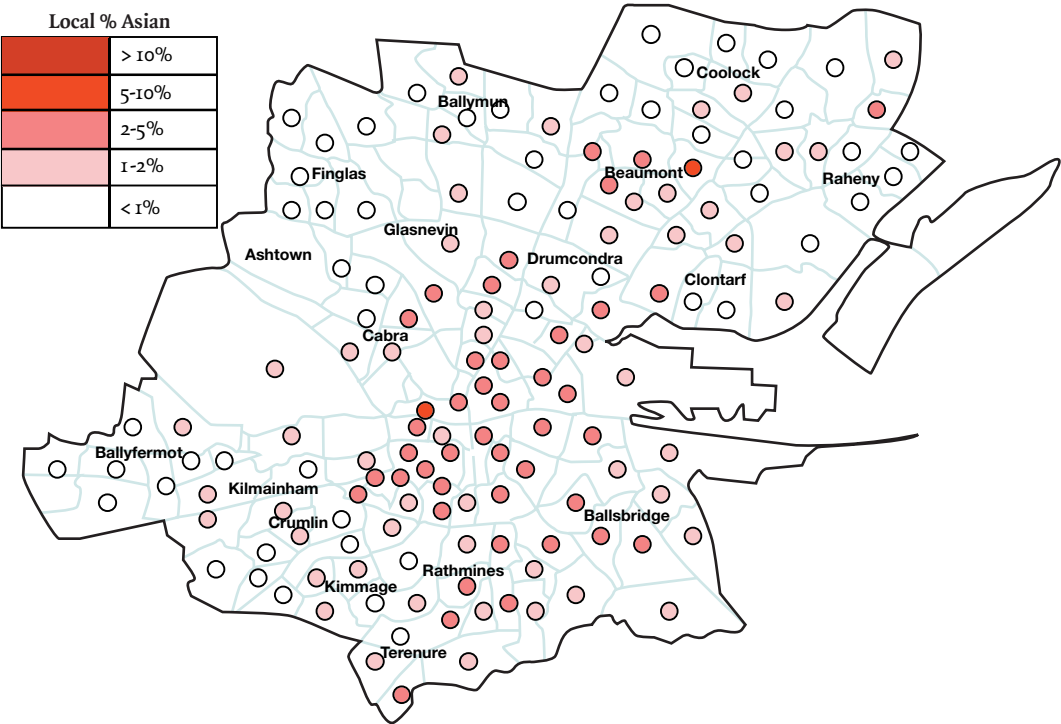
¹⁴ These findings are reiterated in Heinz Fassmann et al. 2007. “Concept Paper for the 1st Module on Housing”. CLIP Project.

¹⁵ This is a view emphasised in Focus Ireland. 2007. “Annual Report 2006 – Finding a Way Home”. Dublin: Focus Ireland.

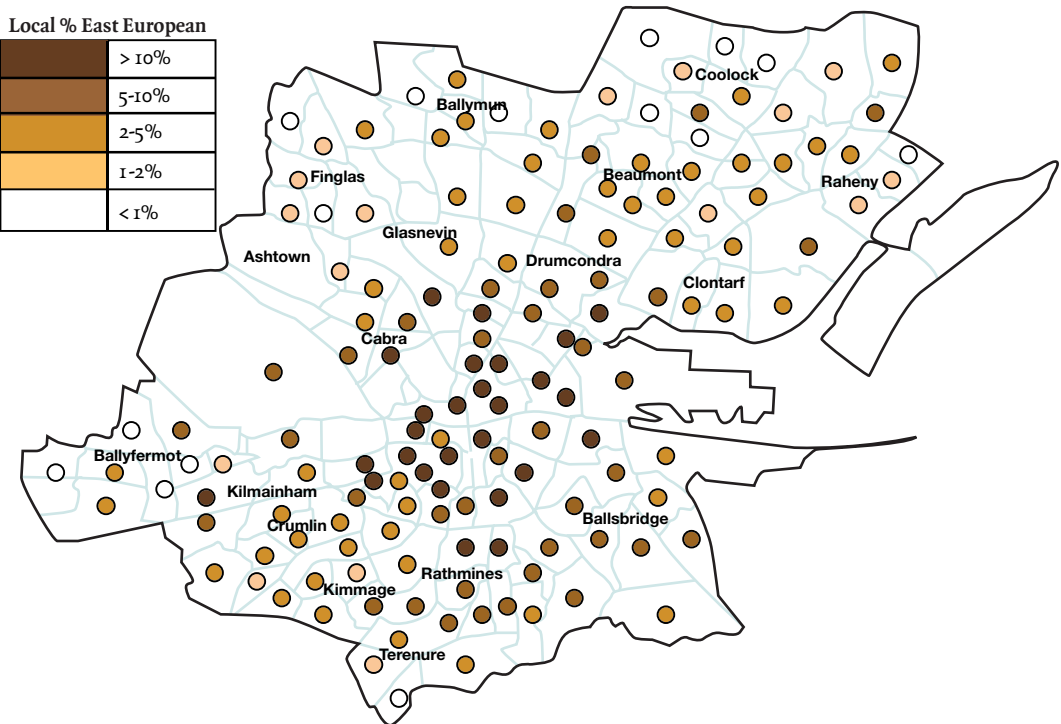
¹⁶ Amnesty International (Irish Section) and The Irish Centre for Human Rights. 2006, “Breaking Down Barriers: Tackling Racism in Ireland at the Level of the State and its Institutions”. Galway: National University of Ireland.

¹⁷ Pavee Point. 2005. “Assimilation Policies and Outcomes: Travellers’ Experience”. Dublin: Pavee Point.

Map 3



Map 4



The experience of discrimination, that is, being treated less favourably than another person, is a very serious manifestation of inequality. The Central Statistics Office (CSO) found that 12.5% of persons aged 18 or over felt they had experienced discrimination in the two year period prior to the survey.¹⁸ Based on this statistic, that could mean that over 20 million people in the EU experience discrimination on a yearly basis.¹⁹ Persons from ‘other ethnic backgrounds’ reported the highest rate of discrimination in Ireland with over 31% stating that they felt discriminated against.

The CSO (2007) indicates that there are differences in experiences for people covered under the nine grounds of the Equality Acts.²⁰ Taking employment, significant for the achievement integration, for example, in the 25-44 age group, less women were in employment - 70.4% of women and 87% of men, only 45% of people with a disability were in employment and 44.2% of persons with Black ethnicity.

2.3 Gender and Diversity

Gender, is a factor for women and men and their specific experiences including experiences of discrimination and inequality. It is a factor that may operate in different ways, but does impact no matter what your ethnicity. There are gender differences that define a person’s situation, for example, the likelihood of achieving economic independence, experiences of access to state services etc. Gender can be a determinant of outcomes, and gender gaps prevail. The gender pay gap while narrowing appreciably is 15%, 41%

of women over 65 years are at risk of poverty, 12% of TD’s are women, 11% of senior civil servants are women and 4% of Chief Executives of the top 500 companies are women. Over 85% of employers are men and over 90% of farm holders are men. Men are significantly over-represented in senior positions across different sectors of employment. Over 70% of part-time workers are women, and women are over-represented among low paid workers and among those living in poverty, situations directly associated with powerlessness.

Importantly the research is beginning to reveal the situation of migrant women as one of relative disadvantage also, with high levels of exploitation and little protection for women employed as domestic workers.²¹ Hegarty (2007) in her study of black African women’s experiences found that more than three quarters had professional qualifications before coming to Ireland and of those, roughly half were recognised in Ireland. Only 30% of the sample were employed and 57% reported that their jobs did not match their qualifications.²² The main barriers experienced to accessing employment were, lack of recognition of professional qualification, lack of work experience in Ireland, multiple discrimination: gender, race, religion and lack of references from Irish employers. Studies have also shown that traveller women live an average of 12 years less than their settled peers and Traveller men live an average of 10 years less than their settled peers. Gender therefore must be named and addressed in all analysis, policy development and measurement of outcomes in this Dublin City Integration Framework.

¹⁸ Central Statistics Office. 2004.

¹⁹ European Commission. November 2006. “European Handbook on Equality Data”. European Commission: Directorate – General for Employment, Social Affairs and Equal Opportunities.

²⁰ These are, age, disability, family status, gender, marital status, membership of the Traveller Community, race, religion and sexual orientation.

²¹ Migrant Rights Centre Ireland. 2004. “Private Homes a Public Concern The Experience of 20 Migrant Women employed in Private Homes in Ireland”. Dublin: MRCI

²² Hegarty (2007) . “Black African Women in the Irish Labour Market”. Dublin: Akidwa.

2.4 Diversity and Opportunity for the City

Many reports have been produced that demonstrate the contribution immigrant communities are making to social and economic development in Ireland.²³ Eijorh (2006) found that of the 41 people interviewed 63% were involved in various local activities, including care for elderly and disabled people; faith-based activities and cultural and sports activities. 32% were involved in voluntary organisations, mainly as volunteers. The main reasons given for lack of involvement were work & family commitments, fear of racism and lack of information. Recent research in Ireland has highlighted the lack of interaction:

- 72% of migrant workers reported not mixing or socialising with Irish people outside of their work;

- 93% shared accommodation with families and friends in order to minimise living expenses; and
- 64% of those surveyed live in accommodation where it is reported no Irish people live.²⁴

Appendix 4 contains a synopsis of the key issues arising from the range of research reports reviewed for this project.

Integration, defined by many as a process of mutual accommodation, is considered “an essential factor in realising the full benefits of immigration”.²⁵ More specifically in an urban context research into best practice indicates that, “general and specific policies of integration have to view the migrants as actors not simply as objects of measures by others”.²⁶ Through this initiative and commitment to action members of Dublin City Development Board are demonstrating leadership in this regard.

²³ Eijorh Theophilus. 2006. “Inclusive Citizenship in 21st Century Ireland What Prospects for the African Immigrant Community?” Dublin: The Africa Centre on the Civic Participation.

²⁴ Migrant Rights Centre Ireland. August 2007. “Realising Integration. Migrant Workers Undertaking Essential Low Paid Work in Dublin City”. Dublin: Migrant Rights Centre Ireland.

²⁵ European Commission. 2007. “Third Annual Report on Migration and Integration”. Brussels: Commission of the European Communities (2007) 512 Final.

²⁶ Borkert, Bosswick, Heckmann and Luken-Klassen. 2007. “Local Integration Policies for Migrants in Europe”. Dublin: European Foundation for the Improvement of Living and Working Conditions.



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SECTION THREE:

Integration as a Way Forward for Everyone

For many people, the idea of “integration” can be fraught. It may be interpreted to mean cultural assimilation or absorption into a society. This concept has connotations of loss of identity, and incorporation into the ‘dominant’ group. It is therefore a limited approach, with notions of “common” or “shared” values or identities left unquestioned. In many instances such approaches have been shown to fuel racial tension, France being quoted most commonly as characterising this approach. The Dublin City Integration Framework is underpinned by an understanding of integration as a two-way process, which is inclusive and based on equality and the safe-guarding of human rights.

3.1 Understanding Integration

This approach focuses on identity as a positive dimension of social and economic progress. Integration demands another step, a more proactive approach that requires all stakeholders to act to generate the conditions to promote dialogue, understanding and debate in safe environments characterised by listening, respect and openness.

The concepts of social capital are very important here. It is useful to distinguish between what are described as bonding, bridging and linking social capital. Bonding social capital is that which generally links friends, family and neighbours; bridging capital provides links from these close communities to other parts of the wider society, and linking capital provides links between people in communities and official structures and institutions responsible for providing services and making public decisions.

For many ethnic minorities bonding social capital may largely be within one’s own community, it is nonetheless critically important that bridging and linking social capital are strengthened as far as is possible.

Harrison et al (2005) provide an analysis of integration models based on what has been happening in some European countries. In some jurisdictions integration is viewed as assimilation, for example in Denmark, Finland and Germany. In others the focus is more on social diversity, e.g. the multi-cultural policy of United Kingdom while in others, integration as a class-based process, for example in France, where integration is commonly discussed in relation to social class integration with little reference to ethnicity. They found that if integration is to be achieved four dimensions must be addressed, that is:

- **Culturation** (= socialisation) transmission to and the acquisition of knowledge, cultural standards and competences necessary for successfully interacting in a given society;
- **Structural participation** (= placement) refers to an individual’s acquisition and occupation of relevant positions in society (e.g. in education and economic systems, on the labour market, in occupational hierarchies, as a citizen), i.e. rights and capital;
- **Interaction** refers to the formation of networks and social relations, e.g. the establishment of friendships, of love or marriage relations across group boundaries; and

- Identification whereby actors see themselves as an element of a collective body. Identification has cognitive and emotional sides and results in a “we-feeling” towards a group or collective.

3.2 Principles Underpinning Integration

The European Union adopted basic principles for integration. These are:

- Integration is a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States;
- Integration implies respect for the basic values of the European Union’;
- Employment is a key part of the integration process and is central to the integration of immigrants, and to the contribution immigrants make to the host society, and to making such contributions visible;
- Efforts in education are critical in preparing immigrants, and particularly their descendants to be more successful and more active participants in society;
- Access for immigrants to institutions, as well as to public and private goods and services, on a basis equal to national citizens and in a non-discriminatory way is a critical foundation for better integration;
- Frequent interaction between immigrants and Member State citizens is a fundamental mechanism for integration. Shared forums, intercultural dialogue, education about immigrants and immigrant cultures, and stimulating living conditions in urban environments enhance the interactions between immigrants and Member State citizens;
- The practice of diverse cultures and religions is guaranteed under the Charter of Fundamental Rights and must be safeguarded, unless practices conflict with other inviolable

European rights or with national law;

- The participation of immigrants in the democratic process and in the formulation of integration policies and measures, **especially at the local level**, supports their integration; (own emphasis)
- Mainstreaming integration policies and measures in all relevant policy portfolios and levels of government and public services is an important consideration in public-policy formation and implementation;
- Developing clear goals, indicators and evaluation mechanisms are necessary to adjust policy, evaluate progress on integration and to make the exchange of information more effective; and
- A gender perspective should be incorporated into all relevant actions, as well as specific attention to the situation of migrant youth and children.

3.3 Approaches to Integration in European Cities

The Migrant Rights Centre Ireland state that

“inward migration and the growing multicultural nature of Irish society pose a challenge for everyone involved:

- *migrant workers and ethnic minority communities (who are creating new lives for themselves and their families in an often very different homeland and culture than previously experienced);*
- *the community and voluntary sectors (responding with limited resources to the needs and, in many instances, the social exclusion of ethnic minorities in Ireland); and*
- *national and local government representatives and structures (responding to growing diversity at all levels in society); service providers (who are responding to more diversified user base with different needs that require both a targeted and mainstreamed approach)”. (MRCI 2007 p:9)*

The challenge is not to be underestimated. A recent report focusing on local integration strategies in fourteen European cities highlights that municipal policy is not only embedded in specific national demographic and historical contexts, but is strongly influenced by philosophical concepts of integration, national legislation, policies and plans, and specific city and local development plans, policies and legal contexts. Despite the need the report highlights that there is no consciously planned systematic and goal-oriented national integration strategy in the EU. The report did draw important conclusions after examining a number of European cities, stressing that these were not “best practice”, but interesting approaches.²⁷ A range of the features of the activity at City level are highlighted here, rather than the full set of activities evident in each City.

3.3.1 Amsterdam

In Amsterdam they have a city ‘diversity department’, that is responsible for the planning and supervision of their equality policy, supporting Departments to achieve intercultural mainstreaming, and achieving the 20% employment quota for people from ethnic minorities. Other institutions are charged with special integration measures and special consultative bodies function as a link between the city government and the foreign population.

3.3.2 Birmingham

There is an Equality Division, and a Race Relations Unit, the biggest institution of its kind in Britain, employing its own equality officers. Consultation is achieved through the ‘Birmingham Race Action Partnership’, which draws together representatives from the social services, departments of the city administration and migrant associations. The city administration has reached a target of 20% employment rate for ethnic minorities,

but continues with positive action focused on promotions and specific underrepresented groups.

3.3.3 Bologna

In Bologna, the city established a centre dedicated to migration issues, which draws together consultancy and information services. They also provide a service for cultural mediation with all other services and departments in the city area and a legal counter.

3.3.4 Frankfurt

In Frankfurt the city parliament established an Office for Multicultural Affairs with a remit to promote the constructive coexistence of various groups with different national, social, ethnic and cultural background. The body undertakes counselling, mediation and conflict management tasks, for service providers and in local neighbourhoods. Additional bodies including the city commission for equal rights and integration advises the mayor and administration and the foreigners council constituting foreign residents elected are active.

3.3.5 Madrid

In Madrid the city council launched a strategic plan to elaborate a “city for everybody” appointing mutual responsibilities for both migrants and natives that is coordinated by the city’s General-Directorate for Immigration, Cooperation for Development and Community Service.

3.3.6 Marseille

The city of Marseille has strong residential segregation of its migrant population in the north of the city, where nearly the whole migrant population and which has an unemployment rate of 30% and represents the highest concentration

²⁷ European Training and Research Centre for Human Rights and Democracy. 2006. “European Coalition of Cities Against Racism – Study of Measures taken by Municipalities and Recommendations for Further Action to achieve Greater Vigilance against Racism – Commitment 1 of the Ten-Point Plan of Action”. Paris: UNESCO

of poverty in France. District centres provide intercultural mediation services, communication structures between the city government and people are institutionalised within the city contract and include programmes for urban renewal and a dialogue with resident migrant communities.

3.3.7 Paris

In Paris a town councillor has been given responsibility for migrant inclusion and integration policy and was allocated €7 million per year organised around three areas of activity: anti-discrimination, citizenship and access to rights, and valuing cultures of origin. The distribution of multilingual documents and information sheets and a council for foreign citizens are two interesting activities, which indicate a move away from the assimilation model that has been prevalent in France.

3.3.8 Stockholm

In Stockholm, the city integration service, employing 60 people, is responsible for planning and communication of new integration measures, consulting and intercultural training for civil servants as well as the evaluation of integration programmes. An executive committee monitors the cities Plan for Equality, Integration and Diversity. One of the measures in the introduction of a legal instrument that provides that all public contracts concluded by any contractors with the city for the delivery of goods and services shall have an anti-discrimination clause.²⁸ The clause is made up of four paragraphs: obliging all contractors to follow all anti-discrimination laws; obliging the

supplier to provide written reports upon request detailing the equality measures undertaken; obliging the supplier to ensure their suppliers or sub-contractors meet the requirements and states that non-compliance is regarded as a breach of contract, leading to cancellation.²⁹ The city also grants “integration awards” for exemplary achievements of integration measures, organises celebrations for new citizens, and ensures that cultural institutions such as libraries adapt their agenda to the ethnic heterogeneity of the city.

3.3.9 Nuremburg

Integration Guidelines unanimously adopted by the City of Nuremburg in 2004 put the challenge succinctly. They state that “whether or not the goal of basing a society on solidarity was achieved can be measured precisely by the way a city treats those people who cannot yet look back on a long history and continuous roots in this city”. They commit the city to municipal integration policies consisting of four elements – linguistic integration, social integration, professional integration, social counselling and support. Language support is considered an essential but not a sufficient tool alone for integration policies.³⁰

3.3.10 Stuttgart

In Stuttgart the department of integration supports the city ‘Pact for Integration’ involving all stakeholders in achieving eight milestones covering education, economic growth, equal rights and opportunities, political and social participation, pluralism and cultural diversity, spirit of mutual respect and solidarity, participatory communication and international cooperation.

²⁸ European Training and Research Centre for Human Rights and Democracy. 2006. “European Coalition of Cities Against Racism – Study of Measures taken by Municipalities and Recommendations for Further Action to achieve Greater Vigilance against Racism – Commitment 1 of the Ten-Point Plan of Action”. Paris: UNESCO

²⁹ A similar provision exists, under the Disability Act, 2005, regarding public authorities and accessibility requirements in procurement policies and procedures.

³⁰ Guidelines for City of Nuremburg Integration Policy. October 2004.

3.3.II Summary of Best Practice

The Oireachtas Joint Committee on European Affairs has looked at best practices in a number of European countries that have experience integrating immigrants. They note that what is required is “a fundamental shift in attitudes, structures and services. It is not simply a matter of making public services more user-friendly for migrants but of the nature of the relationship between the migrants and Irish society in general and the nature of governance.” (Houses of the Oireachtas. March 2007. P:5) The Joint Committee concludes that a feature common to the countries examined is the prominence given to language teaching, and the necessity for well-structured consultation processes to promote a continuous dialogue between immigrant organisations and national, regional and local authorities.

The examples above illustrate that despite contextual, historical and regulatory differences, local authorities are supporting:

- Forums for dialogue, consultation and decision-making, involving new communities to achieve integration;
- Allocating responsibility for integration, both internally in their own administrative areas of responsibility and among other organisations providing services in the city;
- Involving all stakeholders in integration work, through the provision of support for individual organisation and collaborative projects; and
- Preparing with stakeholders, integration and equality plans, allocating budgets to their implementation and monitoring and reviewing outcomes publicly.



SECTION FOUR:

Consultation with Members of New Communities

4.1 Focus Groups

Five focus groups, with an average of 15 attendees at each, were held with people who are members of new communities in the City. The focus groups were organised through:

- Migrant Right Centre Ireland,
- Immigrant Council of Ireland,
- New Communities Partnership,
- Pavee Point; and
- Dublin City Council Office for Integration.

The participants at the focus groups came from all over the world with a variety of experiences and were asked to address the following questions:

- What are the challenges to integration in Dublin and how they could be addressed?
- What were their experiences regarding access and participation related to any public services, social and political life of the city, safety and security?
- What in their view were the essential elements of good practice in organisations?
- How can barriers in access and participation be addressed by Dublin City Development Board?
- How should information on your experiences be gathered?

Each of the focus groups addressed these issues and their views are summarised in the following sections.

4.2 Challenges to integration in Dublin City

Participants identified that there were, based in their experience, challenges to integration in Dublin City:

- Lack of understanding on the part of the Irish community of why the immigrants are in the country and what they want;

- Language barriers, that is, arriving with poor English and not having the opportunity to improve it, and impatience on the part of the host community;
- Lack of employment opportunities;
- Lack of access to education, at primary and adult level;
- Lack of access to accommodation, in private sector experience of discrimination and racism and no information support to access social housing
- Lack of information, regarding the laws, rights, customs, culture, systems and institutions;
- Discrimination and racism experienced;
- Inefficiencies with the system, including the requirement for yearly registration at GNIB and all the red tape required to stay in the country legally;
- Lack of action to prevent Racism
- Politics, that is, lack of power, recognition and accommodation of ethnic minorities in the political system.

There was a unanimous view that intercultural strategies sought by the DCC must address, tackle and prevent racism in Ireland. Participants also discussed the ways in which these challenges can be addressed:

- Set up an information drive to improve awareness and views re migrants as contributors, using media to challenge misinformation;
- There was a general feeling that integration is not being promoted. It was felt that this is because there aren't enough avenues whereby immigrants can integrate with the local people. It was thought that this meeting was in itself an avenue for integration in Dublin and that there needs to be more outlets whereby immigrants can integrate with the local community.

- Sport emerged as a key area requiring direct action and involvement. Focus group participants highlighted that culturally specific sports organisations, such as GAA and others could do a lot on the ground to involve people from new communities.
- English lessons should be provided free of charge. Some immigrants are unable to afford these lessons and so as a result there is a language barrier between the Irish community and immigrants. This in turn causes segregation among the two communities and limits integration in Dublin;
- Travellers need to be recognised as an ethnic group.

4.3 Address barriers to Employment, Housing, Education and Healthcare

4.3.1 Employment

When it comes to employment in Dublin it was felt that immigrants are treated less favourably than Irish people. Participants experienced discrimination when applying for jobs, feeling pressure to prove ability by over-performing and being disadvantaged by lack of recognition of qualifications, employment history and access to references. There was a feeling that there is an under-reporting of discrimination and exploitation issues when it comes to employment. The employment services, public and private, were not well regarded. Of specific concern was the lack of access to labour market programmes in FAS if you are not from countries within the EU. It was felt that this is an inherent issue that needs to be addressed in any integration strategy.

Recommendations:

- Establish a support network set up to address employment issues, involving employers;

- Educate employers not just in relation to ethnicity and rights, but in good practice in promoting equality;
- Provide measures for specific groups, for example, when Travellers have not had the chance or employment opportunity, their expectations are very low. There is a need for role models to make people aware of all their rights when it comes to employment;
- Positive Action programmes in service provider organisations and encourage private sector employers to do same;
- Hold meetings or conferences to educate these employers in the benefits of hiring immigrants. People from other countries should be invited to these meetings to speak in front of employers to show them that they are decent people who are genuine hard workers;
- Provide short converter courses service to allow members of new communities to demonstrate their skill and get their qualifications recognised.

4.3.2 Housing

It was felt that when it came to housing segregation exists. There was a general feeling that Irish people tend to move away from the area when they see a lot of foreigners moving to their area. People also found that it was common practice to be asked what country you come from when this was irrelevant to the situation, when trying to get accommodation.

Recommendations:

- There should be some programmes to facilitate interaction between host and immigrant communities to enable awareness raising and help all to learn to live together harmoniously;

- Dublin City Council should address social housing needs of people from new communities, through equality proofing of policies and procedures, the provision of more affordable housing etc;
- Run a awareness campaigns to raise awareness among ethnic minorities of their tenancy rights;
- Challenge illegal discrimination in access to housing;
- Involve ethnic minorities in tenant and estate management strategies.

The poor condition of Traveller accommodation was highlighted with experiences of some people live in housing without electricity, without water and toilets. It was stated that a Travellers life span statistically is shorter than the average person because of poor living conditions. It was felt that accessibility is an issue. Hallways are very narrow in accommodation so there is no room for wheelchairs etc. The lack of maintenance of accommodation was also highlighted. It was felt that it takes too long for any maintenance to be done when it comes to Travellers homes.

Recommendations:

- There needs to be a specific programme in place to help the Traveller community address accommodation issues and improve the quality of the management of Traveller accommodation.

4.3.3 Education

The lack of information as to how to gain access to schools was identified as problematic. Furthermore participants recorded the view that school entry criteria are discriminatory, and highlighted that this view is particularly strong now.

Recommendations:

- Schools should provide education on different cultures;
- Schools would benefit from the government implementing a positive action programme for the employment of teachers from ethnic minorities, including adult education;
- Improve the levels of support form the Department of Education for schools to address diversity issues;
- The recognition of qualifications needs to be addressed;
- Specific information be provided on how to get into courses available in Ireland.

4.3.4 Healthcare

There was a feeling that when it comes to healthcare in Dublin that the quality of service is very good. The problems of the expense if you don't have medical insurance, waiting time if you don't and lack of involvement of people as users were identified.

Recommendations:

- Travellers and other ethnic minority groups should be given the opportunity to express their views on healthcare;
- Use the Media to let people know that Travellers and people from other ethnic groups are entitled to the same rights when it comes to healthcare; and
- The health service needs an integration plan and to involve users from all communities in giving feedback.

4.3.5 Access to Services

There was mixed views when it came to the access of services, with the problems with public services, banks and churches identified

as most crucial. There was a general feeling that the quality of services in Dublin is very poor when it comes to serving people from new communities. In addition people highlighted the fact that church can often be a significant point of contact for people and that some of the Churches provide a range of services for migrants, asylum seekers and refugees.

Recommendations:

- Service providers develop, with people from new communities, integration policies, action plans etc to improve understanding of cultures, diverse needs and responses required regarding the specific service they provide;
- Service providers need to be pro active. In order to do this there should be training of personnel;
- Provide interpreters free of charge;
- In each community local partnerships could organise workshops for integrating. This would include representatives from the Irish community to allow for continual dialogue and interaction;
- Set up departments/units whereby people can come and express their views on issues and/or make complaints. These should be staffed by different nationalities;
- Services such as the post service should be provided more frequently to the Traveller Community; and
- There should be more staff with multi-lingual abilities providing information to service users.

4.3.6 Information provision

It was felt that there is not enough information about cultures and situations in other countries, and this led to misinformation about motivations, qualifications etc. of people coming to Ireland.

Recommendations:

- Provide an introduction programme for all immigrants that are new arrivals to Ireland to improve their understanding of Ireland and its culture and language;
- Run information programmes for members of host and new communities, to help communities to understand each other;
- Provide interpreters free of charge;
- Provide information booklets in various languages;
- English classes should be provided free of charge;
- Have an information centre, or a number in the City, with multilingual staff that will assist in the diversity of information on various services and events going on in the City;
- Train one person like a liaison officer from each community to talk about the structure of the Dublin City, its policies, strategies, plans etc. This person will be trained constantly to keep up to date.

4.3.7 Safety

Specific incidents of different treatment because of colour were identified, although the improved attitude among some Gardaí was acknowledged. The lack of Garda presence in some areas was highlighted.

Recommendations:

- Increase awareness among all Gardai, of intercultural issues; and
- Provide more Garda on the streets.

4.3.8 Participation in Social and Political Life

Participants highlighted that they were refused when they offered to help out, volunteering etc..

Recommendations:

- Provide avenue whereby everyone no matter what their nationality can get together and share stories with each other and engage in conversation as integration is a dual process and works both ways, focusing on particular groups through youth centres etc.
- Community services, such as schools could organise international food festivals for example, the gardaí could hold community days where the gardaí interact with the nationals and people from new communities;
- The local council should assist in arranging sports and other such social events among communities;
- Dublin City Council needs to take into account the needs of all Travellers and support their participation in civic, social and political life accordingly.

Participants did experience difficulty in engaging and understanding the political system. There was a feeling that it is unfair that immigrants are not allowed to vote in Ireland particularly when they have paid tax in Ireland for a few years.

Recommendations:

- Sites should be visited so Travellers can give their views on voting in local and national elections; and
- An information strategy, explaining the political system is required.

The participants discussed in detail the need to build an inclusive, equality based integration policy. The guest worker model was viewed negatively as people are seen as temporary visitors only, and immigrants feel there is no recognition for those who came and helped to rescue the economy. It leads to the view

that migrants are only economic entities and not people and members of families. There was a strong view that integration needs to be promoted as a dual process that does not ignore the tensions that exist between different communities, but works to achieve equal treatment.

While consultation at development stage was becoming more the norm, the involvement and participation at implementation, monitoring and review stages of policies was not evident. In addition the lack of clarity as to how action should be measured, criteria developed and agreed and outcomes independently measured was raised as a challenge.

It is important that vulnerable people, in all groups, are specifically targeted for support, inclusion etc. Marginalised communities, that is, natives not integrated into their own communities will naturally feel threatened by division of limited resources. Care needs to be taken not to ignore refugees and those applying for asylum as they can be very isolated.

Dublin City council needs to influence Government to ensure that a national Integration policy is put in place, as well as implement its own. Awareness campaigns that highlight the benefits brought by migrants, promote equality and integration and directly challenging myths and racism are essential.

The Dublin City Integration Framework must involve people from new communities as contributors and partners who will help them to build a better relationship among different communities in Dublin. In addition the need to build the capacity of all stakeholders to challenge discrimination and racism was identified. The framework requires all stakeholders acting to promote awareness, conduct proofing schemes, design and deliver

inclusive decision-making systems, train staff, develop integration policies and plans and review progress etc. The monitoring of complaints regarding access to services and employment outcomes is also essential.

The integration framework will not be successful without the involvement of people from new communities. Therefore facilities to participate, rooms to meet and discuss issues are essential. Dialogue will be essential to the success of the integration strategy, which cannot be achieved if resources to facilitate the involvement of ethnic minority groups are not provided. Dublin City Development Board and Council should inform different communities explaining the strategy and actions proposed and getting them involved.

4.4 Summary of Views Regarding an Integration Framework for Dublin City

In summary participants in the focus groups were clear. There is an urgent need for a robust, City Integration Framework, involving all stakeholders in:

- Developing their own organisational integration policies, plans and measures, and including them in business planning and reporting;
- Mainstreaming integration objectives into their strategic planning processes and service delivery outputs;
- Ensure that activities are not gender blind;
- Use approaches that generate awareness, understanding, and collaboration between new and host communities;
- Become competent in promoting equality and interculturalism and challenging racism and discrimination;
- Provide complaint mechanism, and alternative dispute resolution strategies;
- Provide resources for community groups from new communities to participate in policy-making, equality proofing consultations and review and monitoring mechanisms;
- Provide forums for dialogue on integration and encourage civic, social, economic and political participation of people from new communities;
- Prioritise the provision of access to English language acquisition opportunities, information in a range of languages and services that are culturally-proofed and promote equality;
- Monitor and review progress and evaluate activity outcomes against agreed criteria.





SECTION FIVE:

Current Approaches to Integration

5.1 National Context – Office of the Minister for Integration

A new Office of the Minister for Integration was established in June 2007 with current budget allocation of 9m euro symbol. The most recent statement on integration policy Migration Nation³¹ issued in May 2008 and set out the key principles which will inform and underpin State policy with regard to Integration as follows:

- A partnership approach between the Government and nongovernmental organisations, as well as civil society bodies, to deepen and enhance the opportunities for Integration.
- A strong link between integration policy and wider state social inclusion measures, strategies and initiatives.
- A clear public policy focus that avoids the creation of parallel societies, communities and urban ghettos, i.e. a mainstream approach to service delivery to migrants.
- A commitment to effective local delivery mechanisms that align services to migrants with those for indigenous communities

In addition there is a commitment to establish new structures to assist and reflect the changed dynamic of migration into Ireland, i.e. a standing Commission on Integration, a Ministerial Council on Integration and a Task Force to establish future policy needs.

In January 2008 Mr Brian Lenihan TD, Minister for Justice, Equality and Law Reform, published the Immigration, Residence and Protection Bill 2008. The Bill replaces all of the present legislation on immigration and lays the foundation for meeting the Agreed Programme for Government commitments relating to immigration and asylum.

The Immigrant Council of Ireland produced a research report highlighting some of the strengths and weaknesses of approaches in other jurisdictions.³² As the focus is national rather than local these are summarised for background information purposes in the Appendices. For the purposes of this report the following features of local activity are highlighted:

- In Portugal, local authorities are part of a network of information providers;
- In Germany, funding is provided for local integration projects to promote integration into local communities;
- In Spain, the Secretariat deals with all people residing in Spain and a legal provision requires consultation with a Forum, involving migrant led organisations representatives, before government social integration legislation is introduced;
- In England, Section 33 of the Greater London Assembly Act imposes a set of duties upon the Greater London Assembly, providing a foundation for the development of a proactive equal opportunities agenda by the Mayor and Assembly. This general duty is supplemented by a more specific equality duty to promote good relations between persons of different racial groups, religious beliefs and sexual orientation. Section 33 also imposes an annual reporting requirement upon the Greater London Authority;
- In Norway, the national Directorate of Integration and Diversity collaborates with local government to promote equality in living conditions through employment, etc
- In Sweden, local authorities have drawn up Action Plans to promote ethnic diversity; and
- In Australia, there is an annual process of local public consultations on promoting an integration strategy.

³¹ A Statement on Integration strategy and Diversity Management 1st May 2008

³² Immigrant Council of Ireland. June 2007. "Co-ordinating Immigration and Integration: Learning from the International Experience". Dublin: Immigrant Council of Ireland

There is clearly an opportunity now, to ensure that the national policy context support local integration initiatives such as the Dublin City Integration Framework.

5.2 National Action Plan Against Racism (NPAR)

The National Action Plan Against Racism (NPAR) is organised around the following framework and many organisations are now adopting this approach.³³

Summary of the Intercultural Framework underpinning the NPAR:

Protection:	Effective protection and redress against racism.
Inclusion:	Economic inclusion and equality of opportunity.
Provision:	Accommodating diversity in service provision.
Recognition:	Recognition and awareness of diversity.
Participation:	Full participation in Irish society.

The overall approach to delivering the Plan is a ‘whole system approach’, the key elements of which are:

- Mainstreaming an intercultural approach into policy-making processes and into all relevant policy areas, with reference to Ireland’s commitments to equality and human rights.
- Targeting of specific strategies to overcome the inequalities experienced by specific groups informed by an evidence-based approach to policy making.
- Benchmarking progress through targets and timescales and the development of statistical strategies to provide the necessary data to measure such progress.
- Engagement of key stakeholders and drivers to support the implementation of the NPAR

including policy makers, specialised and expert bodies, the social partners and local communities, including groups representing cultural and ethnic minorities.

The Plan is monitored through a High Level Strategic Monitoring Group, supported by the Department of Justice, Equality and Law Reform. They suggest that there are a range of factors that will influence the overall impact of the Plan, including a clear implementation strategy, consistency and linkages across all relevant areas of Government policy, the support of a wide range of stakeholders and securing the necessary resources to realise the aims and objectives of the Plan. These requirements are worth noting in the context of developing effective integration strategies.

In their submission to the Homeless Agency Pavee Point recommended service providers adopt Anti Racism Policies and Practices. They argue that service providers “need to be aware of the particular needs of Travellers and should receive training in intercultural and anti-discrimination practices”. (Pavee Point P7)³⁴

5.3 Dublin Inner City Partnership Action Plan Against Racism

The Dublin Inner City Partnership Action Plan Against Racism, formulated through a consultation process run by community-based networks in the city, seeks to add a local focus and encourage a community-development approach to achieving its anti-racism, encouraging integration and fostering diversity objectives. This is viewed by the organisation as a “vital first step to ensuring all relevant organisations are culture-proofed and inclusive of ethnic minorities”. (Finn. p.11) The DICP ARD Strategic Action Plan is a detailed account of activities to be undertaken, named partners and defined goals, the monitoring arrangements and sets as a next step the need to dovetail with Dublin City activities.

³³ NPAR originated from commitments given by Governments at the United Nations World Conference Against Racism in South Africa in 2001. The decision to develop the NPAR was further reaffirmed in Sustaining Progress, the Social Partnership Agreement 2003-2005.

³⁴ “Submission by Pavee Point Travellers’ Centre to the Homeless Agency on the Action Plan on Homelessness 2007-2010” August 2006

5.4 Guidance for Organisations

5.4.1 Guidance for Employers and Service Providers

The implementation of the Dublin City Integration Framework will incorporate anti-racism and diversity plans of stakeholder and service provider organisations.

Research was undertaken by the Blanchardstown IT, the Chambers of Commerce of Ireland, DAWN and the NCCRI into organisational practices. The concluded that an intercultural workplace is one where the “employer takes account of diversity and plans for the increased cultural and ethnic diversity that arises from the employment of migrant workers and all minority ethnic workers”. Activity is focused on the key areas, i.e. organisational ethos (formal and informal), workplace and service provision. This requires organisations take account of their values, cultural diversity in the workplace and interaction between staff and cultural diversity among the customer base/ service users of the organisation.³⁵ To do this organisations will need to:

- Develop Anti-Racist, equality and diversity policies;
- Raise awareness;
- Tackle racist behaviour;
- Address Human Resources Strategies; and
- Address Customer Services Action Plans.

5.4.2 Guidance for Public Service Providers

The European Commission produced a communication that encouraged member states to strengthen their efforts in developing national integration strategies. A network of National Contact Points on Integration (NCPs)

was set up in each Member State to function as the national focal point for immigrants in each country.³⁶ The main purpose of this network is to create a forum for the exchange of information and best practice. Through this network a useful “Handbook on Integration” was published in 2004 and updated in 2007. The Handbooks cover best practices in the Member States relating to:

- reception of immigrants and introductory courses;
- arrangements to foster civic participation;
- development of integration indicators;
- housing and urban environment;
- economic integration;
- integration governance; and
- mainstreaming of immigration issues in broader policy-making.

The handbook provides a wide range of examples and case studies of initiatives and stresses the importance of activity at municipal level and emphasises that “at the local level, a designated mainstreaming unit can also be created within the municipal administration”. (EU 2007 p:15) Importantly the approach that is advocated is one of critical reflection. Service providers, policy-makers and NGO’s are encouraged to ask:

- To what extent do programmes recognise, respond to and plan for immigrants particular needs and circumstances?
- Can processes and structures be adapted to improve accessibility to immigrants on the basis of equality?

The implementation of the City Integration Framework will promote this activity among employers in the private and public sector, particularly among organisations providing services in Dublin City.

³⁵ “Managing Diversity in the Workplace Handbook – Focusing on the Employment of Migrant Workers”. Dublin: Chambers of Commerce Ireland

³⁶ Ireland’s NCP is the Department of Justice and Law Reform’s Reception and Integration Agency.

5.5 Individual Organisational Responses

A number of organisations have developed responses to growing diversity and the need for integration strategies. Four are examined in detail, two that focus on essential services, one that focuses on the business case and one that focused on cultural activity are highlighted. These were chosen because of the importance of the hospitality sector for employment for many migrants, the importance attached to sport in the focus groups as a way of promoting integration and the importance attached to health and security services by all participants in the focus groups. The main provisions of each described in the following section.

5.5.1 Dublin City Council – Administrative Authority for the City

The City Council is the administrative authority for the city, a provider of multiple range of services and a significant employer with 6500 personnel.

The Council has a dual approach to promoting equality and integration. This involves delivering improvements in service delivery and widening involvement in policy development and developing internal competencies and structures to improve outcomes.

The Office of the Director of Community and Enterprise has responsibility for community development, social cohesion and integration and the networking of external stakeholders through the City Development Board. The celebration of diversity through supports for cultural expression, such as festivals, arts projects and other events has been a tangible contribution for new communities.

Integration is now a key policy objective of the City Development Board and the City Council Housing and Social Services Strategic Policy Committee. The designated Office for Integration is taking a pro-active role to lead, facilitate and support integration policy at city level.

The Councils equality and diversity management policy recognises that equality and diversity are critical dimensions of doing business. Equality and diversity training is embedded in all training programmes, including induction and customer care, and all are consistent with current equality legislation.

Major customer services areas such as the City Library, Motor taxation Office and Housing, Social and Community Services have developed innovative and practical responses to promoting access to information and services which recognise and respond to the growing diversity of the city population. The library network of 32 branches and service points in the city is a focal point of support, information and contact for migrants with identified users from over 100 nationalities. The use of a certification process for migrants ensures accessibility to services overcoming the potential barriers of residence and ownership. The Library Open Learning Centre operates a dedicated learning centre with English accounting for 74% of all language use. The use of multi-lingual information and material, the availability of free internet access and wi-fi service is a significant contribution to social inclusion.

The Motor Taxation office which provides license and taxation services for over 1.1 million registered drivers in the Dublin Region has adapted signage and application forms to reflect the diverse customer profile.

Dublin City Council is an active partner in a number of international networks focused on integration. The CLIP Network (Cities for Local Integration Policy) is a network of over 25 European cities supported by the European Foundation for the Improvement of Living and Working Conditions developing models best practice on integration in particular in area of housing, diversity, intercultural dialogue, and ethnic entrepreneurship. The Open Cities Network focuses on internationalisation and the potential for cities to fully embrace

opportunities presented by migration. It suggests leadership offers an important framework in which the city “can view its own relationship with populations, and can articulate its vision and values in relation to diverse populations. Leadership of cities on these issues needs to articulate powerfully the potential benefits to the city as a whole of having a diverse population base.” (P:49) The research points to eight such links that will be further assessed through the OPENCities Project. Internationalisation, and the resulting human diversity, is recognised as significant in promoting the urban quality of life needed to attract and retain workers and firms in the knowledge economy, the creation of a visitor experience that fuels the visitor economy, a potential a spur to entrepreneurship and creativity and innovation through the interaction of different cultures, intellectual frameworks, and customers revealing the potential to create wholly new products, experiences, and services out of the interaction between different peoples. It is also considered an important factor in openness to wider markets, populations and customers, increased propensity to trade and undertake international joint ventures, making cities more attractive for hosting international events and providing firms with unique opportunities for globally significant corporate responsibility initiatives.

The Office for Integration will be active in researching the competitive advantage of diversity across each of these eight areas. Thus the openness or potential for integration will be explored and address all factors, namely:

- i. Economic factors:
- ii. Regulatory factors:
- iii. Cultural factors:
- iv. Amenity factors:
- v. Connectivity and Accessibility factors:
- vi. Internationalisation factors:
- vii. Risk factors: and

- viii. Leadership factors, that is how proactive is the city in setting and pursuing an agenda of openness, diversity, and tolerance?
Does city leadership provide the basis for belonging and inclusion and promoting the benefits of diversity to the city?

The development and on-going support of this Dublin City Integration Framework is a strategic area of work for the City Council and the Office for Integration will play a leading role in its delivery.

5.5.2 The Health Service Executive - Essential Services

The National Intercultural Health Strategy 2007-2012 was launched in 2008 and is strongly aligned with Health Service Executive Transformation Programme. It provides a framework via which both staff service users may be supported to participate actively and meaningfully in designing, delivering and evaluating provision of health care to minority ethnic service users in Ireland (HSE p.13). The Plan commits to the provision of accessible services and service delivery, data information and research and human resources and organisational development. (HSE 2008a P:76) The Plan is underpinned by values and principles namely:

- *fi* Intersectoral collaboration, required to accommodate the wide-ranging nature of socioeconomic determinants and their impact on health status and address the risks and causal factors associated with poverty and inequality;
- Equality and targeting, to eliminate inequalities and address equality in all aspects of the design and implementation of the services;
- Interculturalism and Anti-Racism, to address the negative impact of racism on the health of people from ethnic minorities;

- Community participation in health needs, utilising a community development approach to involve all communities in planning, design, development and implementation;
- Partnership working to develop integrated services involving all pillars of the organisation, care groups, trade unions etc.
- Learning and support for staff to provide a culturally competent service and the development of mechanisms to attract and retain a diverse range of applicants to the health service. (HSE 2008a p:70-74)

The Plan includes recommendations to expand staff training in delivering appropriate culturally competent services in a range of community and hospital settings, enhancement of interpretation services, enhancement of equality monitoring through the implementation of an ethnic identifier and conducting research. The Plan also commits to the organisation to “proactive and positive management of cultural diversity in the workplace and the promotion of best practice in human resource management for all sections of the workforce, including externally contracted staff”. (HSE 2008 p:16-22) All of these activities will be generated to fulfill the ethos of “person-centredness that is ‘central to the functioning of a reformed HSE’”. (HSE 2008a p:27)

Work is already underway in many areas, including phased translation of prioritised core information, evaluation of interpretation models currently available, and the implementation of an Intercultural Health Project for staff in a range of settings.

5.5.3 The Department of Education and Science – National Policy

Following the appointment of the Minister of State for Integration, an Integration Unit was set up in the Department of Education and Science. The unit’s brief is to

- Co-ordinate the response to the education needs of newcomers; and
- Liaise with other sections in the Department and with external agencies and stakeholders.

The Department is represented on a Cross Departmental group which has already been set up to report on integration issues, which the Minister for Integration chairs. Their report will be presented to Government.

In May 2007, Circular 53/2007 was issued to the Managerial Authorities in primary and post primary schools removing the limit of two Language Support Teachers per school. The provision of language support was extended beyond two years, where a specific request is made. It is now possible for some schools with over 121 such pupils to have 6 language support teachers. There are now over 1,900 language support teacher posts allocated to primary and post primary schools, compared with just 262 in 2001/2002. These posts will cost approximately €120m in 2008.

The National Council for Curriculum Assessment (NCCA) and Integrate Ireland Language and Training (IILT) have produced a number of resources to assist classroom teachers in meeting the language and learning needs of the child for whom English is an additional language, to help schools in developing a more inclusive learning environment and in providing students with the knowledge and skills they need to participate in an intercultural world.

To assist parents and others when they arrive in Ireland who may not speak English, information has been placed on the Department of Education and Science website www.education.ie in 6 international languages including Polish, Latvian, Lithuanian, Russian, Spanish and German. A list of Frequently Asked Questions has also been translated into these languages.³⁷

³⁷ The Department of Education and Science, in conjunction with the HSE, is working with the relevant authorities in Northern Ireland to develop an information pack for immigrant parents on an all Ireland basis.

An evaluation will be carried out in 2008 and 2009 on the teaching of English as a second language in Primary and Post Primary schools and a large scale study into how an increasing diversity of students impacts upon resource requirements and day to day teaching and learning is due for publication in Autumn this year.

There are over 12,000 places for English language for immigrants in adult education programmes provided by Vocational Education Committees at a cost of approximately €10m. The Department of Education and Science in conjunction with the Office for Integration has commissioned an independent review to assist in the development of a national English language training policy and framework for legally resident adult immigrants. This is due for completion in 2008. The National Qualifications Authority of Ireland established the Qualifications Recognition Ireland as a one-stop-shop for enquiries regarding the recognition of awards from other countries, whether for purposes of employment or for access and progression to further education and training.

5.5.4 Garda Síochána – Essential Services

Recruitment regulations for the Garda Síochána, were changed and accompanied by an awareness campaign to ensure that ethnic minority groups were aware of the changes. These changes in recruitment followed consultations with representatives of minority ethnic groups, a number of Government departments and Garda representative associations.

An Office for Racial and Intercultural Affairs was established in 2000, and currently

has 550 Ethnic Liaison Officers (ELOs) appointed countrywide. ELOs are required to develop good relations with ethnic minority organisations and their representatives. The Gardaí are in partnerships with for example NCCRI and Pavee Point, and have informal contacts with Muslim representatives and other minority groups. The Dublin Metropolitan Region Divisional Policing Plan 2007, aims to “provide equal protection and appropriate service, while nurturing mutual respect and trust.”³⁸

5.5.5 Fáilte Ireland – The Business Case

Fáilte Ireland has developed a plan to “provide the Irish Tourism and Hospitality industry with a comprehensive approach to the effective management of a culturally diverse workforce and to the successful integration of employees from different ethnic, religious and cultural backgrounds”.³⁹ The Plan comprises eight strategy statements:

- Strategy 1 Encourage Corporate Strategy and Commitment
- Strategy 2 Increase Management Capability
- Strategy 3 Support Human Resource Management and Integration
- Strategy 4 Develop Visionary Managers and Employees
- Strategy 5 Recognise and Support Cultural Diversity
- Strategy 6 Enhance Personal Development
- Strategy 7 Facilitate Professional Development
- Strategy 8 Enhance Traditional Irish Tourism Values.

The supporting Implementation Plan is broken down into awareness, education and training, supports to industry employers and employees and advocacy and communications.

³⁸ An Garda Síochána. “Divisional Policing Plan 2007. Dublin Metropolitan Region – South Central Garda Division”. Dublin: Office of the Chief Superintendent An Garda Síochána.

³⁹ Fáilte Ireland. “Cultural Diversity Strategy and Implementation Plan”. Dublin: Fáilte Ireland.

5.5.6 The Football Association of Ireland – Sports Organisation

The Football Association of Ireland (FAI) Intercultural Plan sets out recommendations on promoting the participation and support of minority ethnic communities within Irish football. The aim of the plan is “to ensure every individual can feel free to become involved in football on a basis of equality, confident that they will be welcome if they do so, and to contribute thereby to an integrated society at ease with its growing diversity” (FAI. P.4). The Plan commits the FAI to providing leadership in combating racism in football by using disciplinary codes in line with FIFA/UEFA requirements and carrying the relevant information on their website. The plan also commits the FAI staff and the composition of its governing bodies to become reflective of contemporary Irish society. Fair representation amongst staff is to be promoted as quickly as normal employment turnover allows. This will include affirmative action to promote job applications from minority communities.

In addition the FAI acknowledges its responsibilities to play a part in the wider challenge of integration in working through partnership at community level in the city with the City Council and non governmental organisations like SARI (Sports Against Racism Ireland) who have been instrumental in promoting cultural integration and social inclusion through football.

5.5.7 FÁS – Labour Market Services

The FAS Strategy statement, “Building on our Vision: Statement of Strategy 2006-2009”, includes a priority goal: “to promote the removal of barriers and help provide supports which ensure access to programmes, services and employment for individuals and groups experiencing exclusion, discrimination and labour market disadvantage”.

In the context of FÁS provision for migrants all FÁS services are open to EEA citizens and non-EEA citizens who meet relevant criteria, including access to training programmes, Community Employment programmes and one-to-one career advice and counselling from FÁS staff. Those in employment may avail of up-skilling programmes which are subsidised under the One-Step-Up Initiative.

The “FÁS Equality for Customers Policy” articulates the FÁS approach to equality for its customers. It is effectively a contract with the public, assuring them of FÁS’ intent and working methods.

All FÁS public offices have simultaneous interpretation available so they can conduct business with clients in their own language where necessary. FAS has developed a number of English language programmes leading to FETAC awards for delivery for through night-training. FÁS has conducted ‘open’ days for migrants living in Ireland. These ‘open days’ give information on a wide range of issues including information on job opportunities, employment rights, accommodation, health and welfare etc.

The Know Before You Go Campaign gives essential information to workers from EU Member States contemplating moving to Ireland. The Campaign involved a high visibility media launch in Ireland and the Accession 10 countries and the provision of a suite of DVDs, Information Brochures and Posters in a range of languages.

The DIALOG project will be the point of departure for commencing a more direct dialogue with migrant workers to help them with integration, adaptation, problem solving, and progression, by giving them support and information they need. The pilot project will concentrate on the Polish, Latvian and Lithuanian communities. One of the main aims is to explore the possibility of running an advisory point for migrant workers in co-operation of our partners.

Increasing staff competence and confidence in the area of diversity is an integral part of a common sense whole organisational approach to equality and diversity. A two day training programme on diversity is available on an ongoing basis to all FÁS management and staff.

5.5.8 Summary

Public sector organisations are responding, in different ways and with different objectives to growing diversity and the need to ensure that services are accessible, good quality and efficient for all. This level of activity is encouraging and generates a strong foundation for the City to build on. Organisations are demonstrating openness to change, a growing consciousness of the diversity of need and approaches that are required and a readiness to move to the next level. This Integration Framework facilitates that, operating on a City level and generating a collective consciousness, best practice learning and review and monitoring of achievements and gaps.

EXCHEQUERS TAXIS
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SECTION SIX:

Towards Integration – A Dublin City Framework

National and international experience demonstrates that an integration framework must be instrumental in both achieving a heightened awareness of the issues amongst the decision-makers and the community at large, and in bringing about active collaboration between all stakeholders. There were strong views among those consulted for this project that integration needs to be promoted as a dual process, that takes account of diversity in and among new communities promotes treating all people equally.

An effective Integration Framework is a process of involving all people in an ever-evolving society, in devising, promoting and monitoring initiatives that will achieve measurable positive change in the situation and experience of all people. Following discussion and listening to the views expressed in the focus groups, the Working Group agreed a vision and template to support the implementation of the Dublin City Integration Framework.

6.1 Vision for the Dublin City Integration Framework

The **vision** is:

“Dublin City is a city of welcome, that creates trust, appreciation and protection for all its people, all its communities and consciously celebrates diversity.”

The vision is guided by the desire to see Dublin City as a City with:

- Mixed ethnic and income communities, progressing through employment and education;
- One where language is not a barrier in the city and language acquisition is enabled;

- One where all have equality in access, participation and outcomes from public services in the City;
- There is a high level of civic and political activity among all communities in the city; and
- There is a high level of awareness in the City that diversity is an asset.

6.2 Principles of Dublin City Integration Framework

The following **principles** are agreed. The Integration Framework will support activity that:

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

6.3 Activities of the Dublin City Integration Framework

The Dublin City Integration Framework is a process that will continually **generate actions** based on this clear vision and principles. This proactive approach is promoted by Dublin City Council who are providing the political and administrative leadership. There will be individual and joint activities involving as many of the stakeholders as possible, which will be monitored and reported upon publicly. The Framework will comprise activities to:

- Develop organisational integration policies, plans and measures, and including them in business planning and reporting;
- Mainstreaming integration objectives into service provider strategic planning processes and service delivery outputs;
- Supporting organisations in the City to adopt approaches that generate awareness, understanding, and collaboration between new and host communities and adapting to new service needs;
- Assisting organisations and employers to develop their staffs competency in promoting equality and interculturalism and challenging racism and discrimination;
- Exploring the options for independent complaint mechanisms, and alternative dispute resolution strategies, such as mediation;
- Encouraging employer in the public and private sectors to adopt the whole organisation approach to integration;

- Providing resources for community groups from new communities to participate in policy-making, equality proofing consultations and policy and programme review and monitoring mechanisms;
- Providing forums for dialogue on integration and encourage civic, social, economic and political participation of people from new communities;
- Prioritise the provision of access to English language acquisition opportunities;
- Prioritise the provision of information in a range of languages, and other strategies for addressing access to information for people from new communities;
- Prioritise access to services, and work to ensure that service providers devise policies, services and feedback mechanisms that are culturally-proofed and promote integration and equality;
- Ensure actions are gender sensitive;
- Monitor and review progress and evaluate outcomes of activities against agreed criteria.

6.4 The Next Steps

The Dublin City Integration Framework is a process, that all members of the Dublin City Development Board are committed to. All member organisations are making a formal declaration of support and commitment to the process of ongoing participation, monitoring and review of outcomes.

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Codes of Practice

Anti-Racist Code of Practice – Pavee Point Travellers Centre

APPENDIX 1:

European Coalition of Cities Against Racism

Fighting concretely against Racism, Xenophobia and Discrimination

Commitments

1. Greater vigilance against racism

To set up a monitoring, vigilance and solidarity network against racism at city level.

2. Assessing racism and Discrimination and Monitoring Municipal Policies

To initiate, or develop further the collection of data on racism and discrimination, establish achievable objectives and set common indicators in order to assess the impact of municipal policies.

3. Better support for the victims of racism and discrimination

To support victims and contribute to strengthening their capacity to defend themselves against racism and discrimination.

4. More participation and better informed city dwellers

To ensure better information for city dwellers on their rights and obligations, on protection and legal options and on the penalties for racist acts or behaviour, by using a participatory approach, notably through consultations with service users and service providers.

5. The city as an active supporter of equal opportunity practices

To facilitate equal opportunities employment practices and support for diversity in the labour market through exercising the existing discretionary powers of the City authority.

6. The city as an equal opportunities employer and service provider

The city commits itself to be an equal opportunities employer and equitable service provider, and to engage in monitoring, training and development to achieve this objective.

7. Fair access to housing

To take active steps to strengthen policies against housing discrimination within the City.

8. Challenging racism and discrimination through education

To strengthen measures against discrimination in access to, and enjoyment of, all forms of education; and to promote the provision of education in mutual tolerance and understanding, and intercultural dialogue.

9. Promoting cultural diversity

To ensure fair representation and promotion for the diverse range of cultural expression and heritage of City dwellers in the cultural programmes, collective memory and public space of the City authority and promote interculturality in City life.

10. Hate crimes and conflicts management

To support or establish mechanisms for dealing with hate crimes and conflict management.

For more information see www.unesco.org/shs/citiesagainstracism

APPENDIX 2:

The Template for Action – Towards Integration – A City Framework

City-Wide Action
Support City-Wide Integration Infrastructure
Launch Dublin City Integration Framework
Implementation Plan
Run City-led Integration Initiatives include:
A. Deliver programme of support for ethnic-led organisations
B. Provide participation spaces, e.g.
1. Local Integration Dialogues
2. Establish Annual Integration Dialogue
C. Run promotion campaign on value of integration for Dublin City
D. Build capacity among ethnic led groups to participate in consultation as part of equality proofing in service organisations in the City
E. Provide Accessible Information at key service points
F. Run a number of Multi-Agency Initiatives
G. Conduct independent review of outcomes
H. Ensure gender is taken account of and activities are gender sensitive

Integration Framework
Stakeholders Action
Establish infrastructure in organisation
Devise organisational Action Plan
A. Review Measures
<ol style="list-style-type: none"> 1. Provision measures, e.g. accommodate diversity, training programmes etc 2. Protection measures, Anti-racism measures, Equality measures, Guidelines, complaint monitoring, etc 3. Inclusion measures, e.g. service for diversity of needs, support access, participation and equal outcomes for the vulnerable 4. Recognition measures, e.g. information in accessible formats, versions and interpreters, visibility 5. Participation measures, e.g. proofing of service design, delivery, customer satisfaction, reviews
B. Develop Action Plan, using Whole Organisation approach, that:
<ol style="list-style-type: none"> 1. Names the values of the organisation and the ambition regarding integration 2. Engages equality proofing to establish the situation and reality of cultural diversity as an employer, that is among workers, and a service provider, that is among customers; 3. Names benchmarks, targets, mainstreaming and engagement actions and person responsible for implementation
C. Provide named liaison personnel
D. Establish complaint and mediation procedures
E. Run promotion campaign on organisations integration provisions, esp. among members
F. Build capacity among ethnic led groups to participate in consultation as part of equality proofing for your organisation
G. Run Anti-Racism, Cultural Communication and Equality proofing training for Staff
H. Participate in Multi-Agency / multi- organisational Initiatives
I. Report publicly on integration measures, achievements and challenges
J. Conduct independent review of outcomes

APPENDIX 3:

Models for Co-ordinating Integration Nationally

Agency	Aims	Activities	Local Activity
High Commissions for Immigration and ethnic Minorities (Portugal)	Promote integration of migrants and ethnic minorities	Information Promote integration Prevent disc. Anti-racism Participation Research Consultative Fora	Local Authorities part of network of information providers
Federal Office for Migration and Refugees (Germany)	Expertise in migration, the promotion of integration, research and voluntary returns	Data collection Information provision Funding projects Organising dialogues	Funding local integration projects to promote integration into local communities
National Agency for the Reception of Foreigners and Migration (France)	Better integration with regard to legislation and values	Administer “Reception and Integration Contract”	Local branches
State Secretariat for Immigration and Emigration (Spain)	Implement “Citizenship and Integration Strategic Plan”	Information Participation Research Fund for integration and reception initiatives Two Forums All stakeholders involved Annual integration reports, incl. local initiatives MUST be consulted before Government social integration legislation	Include all people residing in Spain Observatory to collect and analyse data and operate as an organ of consultation and information Fora with MLO representation, academic involvement and Annual integration reports, including local initiatives

Agency	Aims	Activities	Local Activity
Directorate of Integration and Diversity (Norway)	Contribute to equality in living conditions & diversity thr. employment, integration participation	Administers grant schemes Research Development work Networking (€490 million budget for integration €32 million in Ireland)	Collaborates with local government
Integration Board (Sweden)	Swedish integration policy–equal rights, resp.& opportunities for all	Monitor integration policy in various sectors Promote integration Prevent disc. Anti-racism website	Local Authorities have drawn up Action Plans to promote ethnic diversity
Immigration and Nationality Directorate (United Kingdom)	Compliance with migration laws	Supervises borders Asylum applications Compliance with immigration rules	Co-operates with local authorities on social cohesion
Citizen and Immigration (Canada)	Immigration Settlement	Promotion of positive message Case processing centres Call centres Communicates with border control services	Campaign – “We all Belong”
Department of Immigration and Citizenship (Australia)	Immigration Settlement	Authority on the admission of migrants Provision of integration services Recognition of foreign credentials Combating human trafficking	Oversees annual process of public consultations on integration strategy

APPENDIX 4:

A summary of the key issues as identified in a sample of the research reports examined.

1. Watt, P and McCaughey, F. Eds. 2006. “Improving Government Service delivery to Minority Ethnic Groups” (1)

This report focused on public service provision:

- Areas concentrated on are health, education, policing and employment.

2. Watt, P and McCaughey, F. Eds. 2006. “How Public Authorities provide Services to Minority Ethnic Groups- Emerging Findings Discussion Paper”. (2)

This report focuses on public service provision, defining racism, defining institutional racism.

- Areas of service provision focused on are health, education, policing and employment.

3. Pavee Point. 2005. “Irish Travellers Shadow Report – A Response to Irelands First and Second Report on the International Convention on the Elimination of all forms of Racial Discrimination”. Dublin: Pavee Point. (3)

This is a response to the International Convention on the Elimination of all forms of Racial Discrimination (CERD) report, wherein Pavee Point contends that the Irish Government’s refusal to acknowledge Travellers as a minority ethnic group in the CERD Report is demeaning and has profound implications for policy in general and the treatment of Traveller issues in the CERD Report in particular (Pavee Point, p.4).

- Issues discussed: racism and disadvantage, non-recognition by Government of Travellers as minority ethnic group, protection rights for Travellers, the educational system is failing Travellers.

4. Pavee Point. 2005. “Assimilation Policies and Outcomes: Travellers’ Experience”. Dublin: Pavee Point. (4)

This study identifies how Travellers are conceptualised in official policy and public perceptions, how this has shaped their social programmes, and how this has impacted on Traveller’s management of their identity in their struggle to achieve equal status and decent opportunities for themselves and their children (Pavee Point, p.2). In this study, policy, perception, and Traveller experience is discussed in detail.

- Issues discussed: how Travellers are omitted from policy and planning in mainstream social programmes. Exclusion and marginalisation of Travellers. Problematisation of Travellers if official policy and media coverage.

5. Health Service Executive (HSE): National Intercultural Health Strategy 2007 – 2012 (5)

The undertakings of the National Intercultural Health Strategy are discussed.

- Issues involve: A socially inclusive approach to health, full equality for all service users, accessible information for service users, provision of culturally competent services, staff training is required.

6. Amnesty International (Irish Section) and The Irish Centre for Human Rights, 2006, “Breaking Down Barriers: Tackling Racism in Ireland at the Level of the State and its Institutions”, NUI, Galway. (6)

This report focuses on racism at the level of the State and its institutions.

- Issues discussed: Some laws and policies are inherently discriminatory towards minority ethnic groups, indicating institutional racism. Diversity within minority ethnic groups needs to be

recognised, as people within these groups can experience discrimination on other grounds such as gender, disability, sexuality and age.

7. ISR (Vienna) & efms (Bamberg), 2007, CLIP Project: Concept Paper for the 1st Module on “Housing”, Final Version. (7)

This report identifies that there is a lot of ambiguity as to how integration is defined, pointing out that different socio-economic, legal, political and cultural dimensions of the integration process are relevant, and the terms can be used in different contexts and meanings.

- A clear definition of integration is needed, national and local integration policies in Europe need to be better co-ordinated.
- Issues discussed: the access of migrants to affordable and decent housing. Lack of appropriate information regarding access to housing are key barriers for migrants.

8. Cohen, Barbara. “The Stephen Lawrence Inquiry- Lessons Still to be Learnt” ENARgy 17. July 2006. (8)

This report identifies that the existence of institutional, structural and systematic racism must be acknowledged.

- Issues discussed: Identifying and challenging racism. Racism at an institutional level is often denied or covered up. Ethnic hierarchies in the EU, symbolic laws on discrimination.

9. National Economic & Social Council, 2006 Report No. 115. “Migration Policy”, Dublin: National Economic and Social Development Office. (9)

This report focuses on understanding migration and policy challenges in relation to migrant in Ireland today.

- Issues discussed: Exploitation of migrants. Rapid demographic change. Segmented labour markets and social separation. Success of migration is heavily dependent on integration into the economic, social, cultural and political life in Ireland.

10. Football Association of Ireland, “Intercultural Football Plan – Many Voices One Goal”, Dublin: FAI. (10)

- This report focuses on working towards a fully intercultural and socially inclusive society through the use of football.
- Issues discussed: Combating racism, promoting participation, contributing to the wider process of integration.

Key Issues Raised Within the Reports

1. Service provision:

Public authorities' service provision areas selected for research in reports (1) and (2) were:

- Health
- Education
- Policing
- Employment

Key challenges highlighted within service provision were:

- Communications and language difficulties. (1)
- Lack of interpretative or translation services available. (1)
- Inadequate resources. (1)
- Lack of understanding of systems and services available, due to lack of information as well as communications difficulties. (1)
- Lack of information about rights, entitlements and documentation. (1)
- Need for standardised and mandatory staff training. (2)
- Lack of ethnic diversity within staff. (1)
- Need for implementation of anti-discrimination laws. (2)
- Service providers having difficulty in communicating with parents. (2)
- The need for City governments to establish local diversity management policies and integrate both new and long-established minorities, which includes the monitoring of the local housing market and access to decent and affordable housing. (7)
- Three broad goals needed to clarify Ireland's approach to migration are

a) Economic and social development;

b) The rule of law; and

c) Integration of migrants into economic, social, cultural and civic life. (NESC, p.xiii). (9)

- State and quasi-state institutions should take special measures to recruit and retain members of minority ethnic communities. Adequate safeguards should be put in place to ensure that minority ethnic groups are not discriminated against, either directly or indirectly whilst accessing employment. (6)

2. Racism

Racism was a key issue in many of the reports studied. Key challenges with regard to racism were:

- An enforceable code of practice should be set for all state institutions at risk of institutional racism, such as the Gardaí and the judiciary. Enforceable codes of practice should also be set for non-state entities such as the media. (6)
- Modules in intercultural awareness or anti-racism are not yet provided for staff in public service provision. (2)
- The Irish media frequently stereotypes Travellers and the non-use of ethnicity and racism terms in official texts results in weakening of the Traveller's case for recognition. (4)
- Principles of anti-racism and respect for cultural diversity are nominally recognised in current official and media texts, but they are often breached or forgotten in social provision design and practice, in accommodation, education, training and work opportunities. (4)
- Racism as a phenomenon is not just personal and attitudinal, persisting in the public consciousness, state racism can

also occur at a number of levels, such as; the level of legislation, the executive, the judiciary, specific policies and programmes, e.g. Immigration and Asylum law and policy, within individual government and political representatives, and by non-state actors such as the media. (6)

- Acknowledging institutional racism is a difficulty, as it is often denied or covered up. Once institutional racism has been identified, the challenge is to develop a suitable means to combat it. (8)
- Travellers' views and participation should be included in anti-racism initiatives. (3)
- Principles of anti-racism and interculturalism which specifically include Travellers must be written into equal opportunity policies and codes of practices regarding Community Development Projects (CDPs) and Family Resource Centres (FRCs). (4)
- Rather than focussing on racism and discrimination in their own roles, politicians, civil servants, employers, unions and researchers in Sweden have maintained the focus on "immigrants". (8)
- The FAI needs to engage supporters to tackle anti-racism and support inclusion and clubs need to show commitment to inclusion and integration of minority ethnic and cultural groups. (10)

Definitions of racism were given in a number of reports:

- Definition of racism (2)
- Definition of institutional/systematic racism (2)
- Definition of institutional racism (6)
- The definition of racism under international law (6)

3. Rights for Travellers

- The non-recognition by the Government of Travellers as a minority ethnic group has profound policy implications, as non-recognition results in Travellers being treated the same as the general population and their needs are invisible. The Government should explicitly recognise Travellers as a minority ethnic group. (3) Furthermore, the policy implications of this recognition should be considered and accommodated by the Government. (3)
- Protection rights for Travellers have been weakened under Ireland's anti-discrimination laws with regards to the Equal Status Act and access to public houses, hotels and restaurants. (3)
- The key recommendations of the Report of the Task Force on the Travelling Community (1995) have not been implemented, thereby inhibiting progress. (3)
- Conditions on Traveller sites are unacceptable. 'Travellers reported that the most common problems arising include: illegal dumping; sewage and drainage problems, poor building fabric, site design problems, water hygiene, pest infestation; and environmental hazards from land adjoining Traveller sites' (Traveller Health Unit Eastern Region, (2004). Environmental Health Concerns of Travellers). (3)
- Travellers are forced into general housing schemes, through recurrent evictions and a lack of provision of sufficient and specific accommodation for Travellers. (3)
- The Traveller Pre-School programme and the Early Start Programme should be merged or equivalent resources and standards should be implemented across both programmes. (3)

- A Traveller Employment and Training Strategy should be developed following a major review of current policy, with acknowledgement and support of the Traveller Economy therein. (3)
- The All-Ireland Traveller Health Status and Needs Assessment Study needs to be undertaken as a matter of urgency. (3)
- GPs that refuse to accept Travellers as patients should be brought to court.
- The Housing Act, 1998 needs to be overhauled. (3)
- An independent Environmental Health System should be set up to allow Environmental Health Officers to undertake legal proceedings against local authorities for breaches of environmental health standards. (3)

4. Lack of Information

- A key challenge in the employment service provision area was lack of information about rights, entitlements and documentation for minority ethnic groups, including Travellers. (1)
- Similarly, within the health sector, a lack of understanding of the system and of its services was reported. (1)
- Lack of information within the educational system. (1)
- Mode of delivery of information to migrant workers deemed inadequate. (1)
- Language, many migrant workers have basic English only and must gather relevant information from other migrants with better English. There is no interpretative or translation service available to migrant workers. (1)
- Accessible information must be provided to services users, the availability of interpretation and translation services

is highlighted as urgent. Otherwise inappropriate use of health facilities can occur, causing frustration for service users and service providers. (5)

- Lack of appropriate information regarding access to housing are key barriers for migrants, as well as direct and indirect discrimination and inefficient organised support and advice. Difficulties in accessing mortgages and credit are also a barrier. (7)

5. Training

- More English language teachers as additional language support are needed in schools. (1)
- In-service training of teachers would help to manage growing diversity, as well as the provision of tailored modules for those still in training. (9)
- There are no 'dedicated' Ethnic Liaison Officers (ELOs) in public service organisations whose primary task would be responsibility for migrant and minority group relations. (1)
- Our multi ethnic society needs services, e.g. police force that reflects its diverse ethnic composition. (1)
- Universal codes of practice are not in place, standardised and mandatory training modules in intercultural awareness or anti-racism have not been introduced. (2)
- Training provision for Travellers is inadequate, little consideration is given to issues surrounding cultural diversity and racism and Travellers are expected to fit into mainstream training courses, such as those organised by FÁS. (3)
- HSE Staff require training and support in order to provide a culturally competent service delivery. (5)

6. Integration

- The school curriculum was noted by Travellers not to reflect their culture. (2)
- Intercultural issues were left to the individual schools. (2)
- Non-recognition or undervaluing of overseas qualifications. (2)
- Within the group of minority ethnic communities, women and unaccompanied minors are identified as being at particular risk of social exclusion. (5)
- There is still a lot of ambiguity in the way in which integration is defined. Different socio-economic, legal, political and cultural dimensions of the integration process are relevant and the term “integration” is thus used in different contexts and meanings. (7)
- There is an urgent need for coherence of urban integration measures in different fields. This also means that national and local integration policies must be better co-ordinated, current situation summarised as follows (Harrison et al., 2005: 85 ff):
 - **Integration as assimilation and dispersal** (e.g. in Denmark, Finland and Germany)
 - **Integration as social diversity** (e.g. the multi-cultural policy of Great Britain)
 - **Integration as a class-based process** (e.g. in France; here integration is commonly discussed in relation to social class integration with little reference to ethnicity). (CLIP, 2.1) (7)
 - National and local integration policies need to be better co-ordinated. A coherent approach to integration measures is needed. Segregation may be a breeding ground for fundamentalist and anti-democratic tendencies (CLIP, 4.3.3.1) (7)
 - In Sweden, immigrant/integration policy focuses on immigrants as a problem. (8)
 - Whilst labour migration can result in

segmented labour markets and social separation, the challenge is to encourage integration and mobility. (9)

- The overall success or failure of migration is heavily dependent upon integration into the economic, social, cultural and political life in Ireland. (9)
- The FAI needs to engage under-represented minority communities at local level as well as access to training pitches for new intercultural clubs. The culture of the game must be changed, i.e., a culture of participation needs to be encouraged and developed. (10)

7. Discrimination

- Migrants find it difficult to understand how jobs are filled when they are passed over for positions they had the qualifications for. Migrants can conclude that they are being discriminated against. (1)
- Challenges that emerged in the service provision of employment included discrimination, such as English skills being requested from migrants when English was not an occupational requirement for the post applied for. (2)
- Unemployment rates for Travellers are extremely high, and within the mainstream labour market they are often limited to low paid jobs. (3)
- Some laws and policies are inherently discriminatory against minority ethnic groups, indicating institutional racism. (6)
- Diversity within minority ethnic groups needs to be recognised, as people within these groups can experience discrimination on other grounds such as gender, disability, sexuality and age. (6)
- The values and practice of the majority population in Ireland need to be identified

in relation to effective enjoyment of human rights, so that freedom from discrimination and equality can be concrete rather than theoretical or hypothetical. (6)

- Ethnic hierarchies are occurring in Europe, where native born people are at the top and non-Europeans are at the bottom. The denial of this system naturally benefits those with the power to discriminate. Government authorities must analyse how they intend to counteract discrimination. Annual plans should be formulated so that can be audited by the Ombudsman against ethnic discrimination. (8)
- Rather than focussing on racism and discrimination in their own roles, politicians, civil servants, employers, unions and researchers in Sweden have maintained the focus on “immigrants”. (8)
- The collation of data around the health status and needs of diverse cultures and ethnicities is required as well as the development of an ethnic equality monitoring system in order to reduce health inequalities in the area of intercultural health. (5)
- Sweden and Europe has had at best ineffective symbolic laws, in some cases it was asserted that banning ethnic discrimination was not necessary under law as equal treatment was constitutionally mandated. Anti-discrimination clauses should be added to all state contracts, with specification of the government’s right to cancel the contract if discrimination occurs and Any subsidies provided to the private sector should include anti-discrimination clauses. (8)
- A government inquiry should be held regarding the socio-economic costs of discrimination.

8. Interculturalism

- service delivery has seen little change in structure to reflect the specific needs of minority ethnic groups. There is little evidence of systematic and consistent mainstreaming of intercultural health care policies (2)
- Universal codes of practice are not in place, standardised and mandatory training modules in intercultural awareness or anti-racism have not been introduced. (2)
- Challenges that emerged in the service provision of education included, intercultural issues were left to the individual schools. (2)
- The school curriculum was noted by Travellers not to reflect their culture. Furthermore the Department of Education and Science is falling short of its goal under the National Anti-Poverty Strategy to obtain ‘full participation of Traveller children in an intercultural system’. (3)
- A comprehensive framework in the area of health provision for a diverse population is required, where the care and support needs must be effectively addressed. This is the undertaking of the National Intercultural Health Strategy. Full equality for all service users is a main objective of the Intercultural Health Strategy. Therefore the identification of inequalities and elimination of barriers for services users must be identified. (5)
- Provision of culturally competent services is needed in which service user needs and beliefs are valued and addressed. (5)
- The challenge is to maximise the inclusiveness of football, so that interculturalism can in fact become a positive factor in the development and success of the game in Ireland. Clubs need to show commitment to inclusion and

integration of minority ethnic and cultural groups. The FAI needs to engage under-represented minority communities at local level as well as access to training pitches for new intercultural clubs. (10)

9. Language

- Challenges that emerged in the service provision of health included communications and language difficulties. (1)
- Challenges that emerged in the service provision of education included language; there is a maximum of two English teachers as an additional language support teachers per school. (1)
- Challenges that emerged in the service provision of employment included language, many migrant workers have basic English only and must gather relevant information from other migrants with better English. There is no interpretative or translation service available to migrant workers. (1)
- Accessible information must be provided to services users, the availability of interpretation and translation services is highlighted as urgent. Otherwise inappropriate use of health facilities can occur, causing frustration for service users and service providers. (5)
- Education – language fluency should not hinder the educational prospects of migrant children, diversity within schools needs to be understood as a normal part of Irish society and life itself. Therefore diversity should be promoted throughout the educational system. (9)
- Language competency should be a key element of integration policy. (9)

Key Initiatives Highlighted in the Research Reports

1. Service provision:

- The former Eastern Regional Health Authority's Strategy for Ethnic Minorities supported the growing needs of the minority ethnic groups. It proposed the provision of interpretation services as well as staff training and development in the health sector for those working with persons from minority ethnic groups. (1)
- The Dept. of Education is considering guidelines for the provision of interpretation services in schools, this is at a preliminary stage. (1)
- Primary and secondary level teachers are receiving cultural awareness training and equality training. Teacher training colleges and HDip courses also offer this type of training. (1)
- Most employer and employee organisations run equality and diversity training for their staff. (1)
- In 2005, a major initiative was launched by the Garda authorities, advised by the NCCRI, to target recruitment to the Garda from members of minority ethnic groups (Watt & McCaughey, p.8). (2).

2. Racism

- Initiatives undertaken in health provision included anti-racism/cultural diversity training. (2)
- The National Action Plan Against Racism, launched in 2005 included a mainstreaming initiative to develop a national intercultural education strategy with reference to equality/diversity policy (Watt & McCaughey, p.42). (2)

- The FAI can give leadership in combating racism in football by using disciplinary codes in line with FIFA/UEFA requirements and carrying the relative information on their website. (10) In order to encourage supporters to actively participate in building a culture of anti-racism; supporters' clubs and Eircom League of Ireland clubs should be encouraged to build capacity, as well as developing links with International supporters' clubs. (10)

3. Lack of Information

- The former Eastern Regional Health Authority's Strategy for Ethnic Minorities supported the growing needs of the minority ethnic groups. It proposed the provision of interpretation services as well as staff training and development in the health sector for those working with persons from minority ethnic groups. (1)
- The Department of Enterprise, Trade and Employment provides information on employment rights in 11 languages. (1)
- FÁS launched a 'know before you go' DVD/campaign, in five languages, aimed at migrants from the Accession States, encouraging them to come prepared if they wish to work in Ireland. (1)

4. Training

- The development of the Eastern Regional Health Authority's Strategy for Ethnic Minorities supports the growing needs of the minority ethnic groups. It proposes the provision of interpretation services as well as staff training and development in the health sector for those working with persons from minority ethnic groups. (1)
- Primary and secondary level teachers are receiving cultural awareness training and equality training. Teacher training colleges and HDip courses also offer this type of training. (1)

- Most employer and employee organisations run equality and diversity training for their staff. (1)
- An Office for Racial and Intercultural Affairs was established in 2000, with 145 Ethnic Liaison Officers (ELOs) being subsequently appointed countrywide. ELOs are required to develop good relations with ethnic minority communications and their representatives. (1)
- The National Action Plan Against Racism, launched in 2005 included a mainstreaming initiative to develop a national intercultural education strategy with reference to equality/diversity policy (Watt & McCaughey, p.42). (2)
- Schools are entitled to one EAL teacher for every 16 non-English speaking children. 'Interculturalism in the classroom' in-service training is being provided for teachers. (2)
- Staff in Local Employment Services and Citizens' Information Centres have received general and specialised training in legislation and policy concerning employment. (2)
- A Traveller Employment and Training Strategy should be developed following a major review of current policy, with acknowledgement and support of the Traveller Economy therein. (3)
- An Implementation Plan with a number of core objectives has been devised to implement the National Intercultural Health Strategy. These include, a supportive training and development programme for staff which is to be devised, equipping them to deliver services both appropriately and effectively. (5)

5. Integration

- Inclusionist policies are essential when promoting integration because political, legal and social inclusion is a necessary condition for integration. Functional local policies on integration can be developed through a detailed understanding of how integration is taking place at a local level. (7)
- The European Parliament's URBAN-Housing Intergroup adopted a European Charter on Housing on April 26, 2006. Housing policies developed and supported by the EU have an impact on member countries and their policies. (7)
- The European Regional Development Fund (ERDF) provides funds for the new EU member states for any integrated urban development initiative or to upgrade rundown areas or areas threatened by social exclusion (CLIP, 3.3). (7)
- The success of migration is contingent upon labour market policies and social policies ensuring the integration of migrants. (9)
- The FAI to clarify procedures for registering players who have played in other countries in order to include migrant and refugee players in senior game. This can be done through the Eircom League of Ireland and the FAI domestic department. FAI to encourage young players from minority communities through FAI development officers. A culture of participation to be built through schools and Buntús programme. This can be done through FAI grassroots units, local authorities and LSPs. (10)
- St. Mary's Place in Dublin contributes to integration through its anti-racist 'world cup' where children are allocated for a week to one of the nationalities represented in the school, learning about 'their' country as well as playing for 'their' team (FAI, p.27). (10)

- Football can contribute to the wider process of integration if it is promoted as a positive symbol and role model for emerging Ireland (FAI, p.8). This can be done through public-awareness campaigns in partnership with minority and anti-discrimination associations and engaging star players. (10)

7. Discrimination

- Initiatives undertaken in employment include, the allocation of working visas/authorisations and work permits to migrants from non-EEA countries facilitates employment and living in Ireland. The one-year renewable work permit is held by the employer to employ non-EEA nationals (Watt & McCaughey, p.49). (2)
- If discrimination leads to costs, employers and others will in many cases change their behaviour, even if their attitudes remain the same (ENARgy, p.5). (8)
- The equality policies of key government authorities should be required to undergo discrimination testing and an NGO-controlled fund should be set up for the development of test cases concerning anti-discrimination law. (8)

8. Interculturalism

- Recruitment regulations for the Garda Síochána have been changed, accompanied with an awareness campaign to ensure that ethnic minority groups were aware of the changes. These changes in recruitment followed consultations with representatives of minority ethnic groups, a number of Government departments and Garda representative associations. An Office for Racial and Intercultural Affairs was established in 2000, with 145 Ethnic Liaison Officers (ELOs) being subsequently appointed countrywide. ELOs are required to develop good relations with ethnic

minority communications and their representatives. (1)

- ‘Interculturalism in the classroom’ in-service training is being provided for teachers. (2)
- The Traveller Pre-School programme and the Early Start Programme should be merged or equivalent resources and standards should be implemented across both programmes. (3)
- The Human Resources and Organisational Development Directorate of the HSE can work to ensure the successful implementation of the National Intercultural Health Strategy through the provision of culturally competent and responsive services. Integral to this is the diversity, recruitment, retention and support of staff from diverse backgrounds, and training and support of staff around delivery of culturally competent, anti racist, non- discriminatory services (HSE, p.9). (5)
- FAI to encourage participation of minority girls and women through the Soccer Sisters programme, organised through the FAI intercultural programme and women’s unit. (10)

9. Language

- The former Eastern Regional Health Authority’s Strategy for Ethnic Minorities supported the growing needs of the minority ethnic groups. It proposed the provision of interpretation services as well as staff training and development in the health sector for those working with persons from minority ethnic groups. (1)
- The Department of Education is to have its main documents translated into various languages, such as documents on bullying, appeals procedures, the Equal Status Act 2000 and publications for parents and information on schools. The Department is also considering guidelines for the provision of interpretation services in schools, this is at a preliminary stage. (1)
- Initiatives undertaken in health include; use of interpreting and translating services. (2)
- Other initiatives include the employment of bi-lingual advocates, provision for schools for one EAL teacher for every 16 non-English speaking children. (2)



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