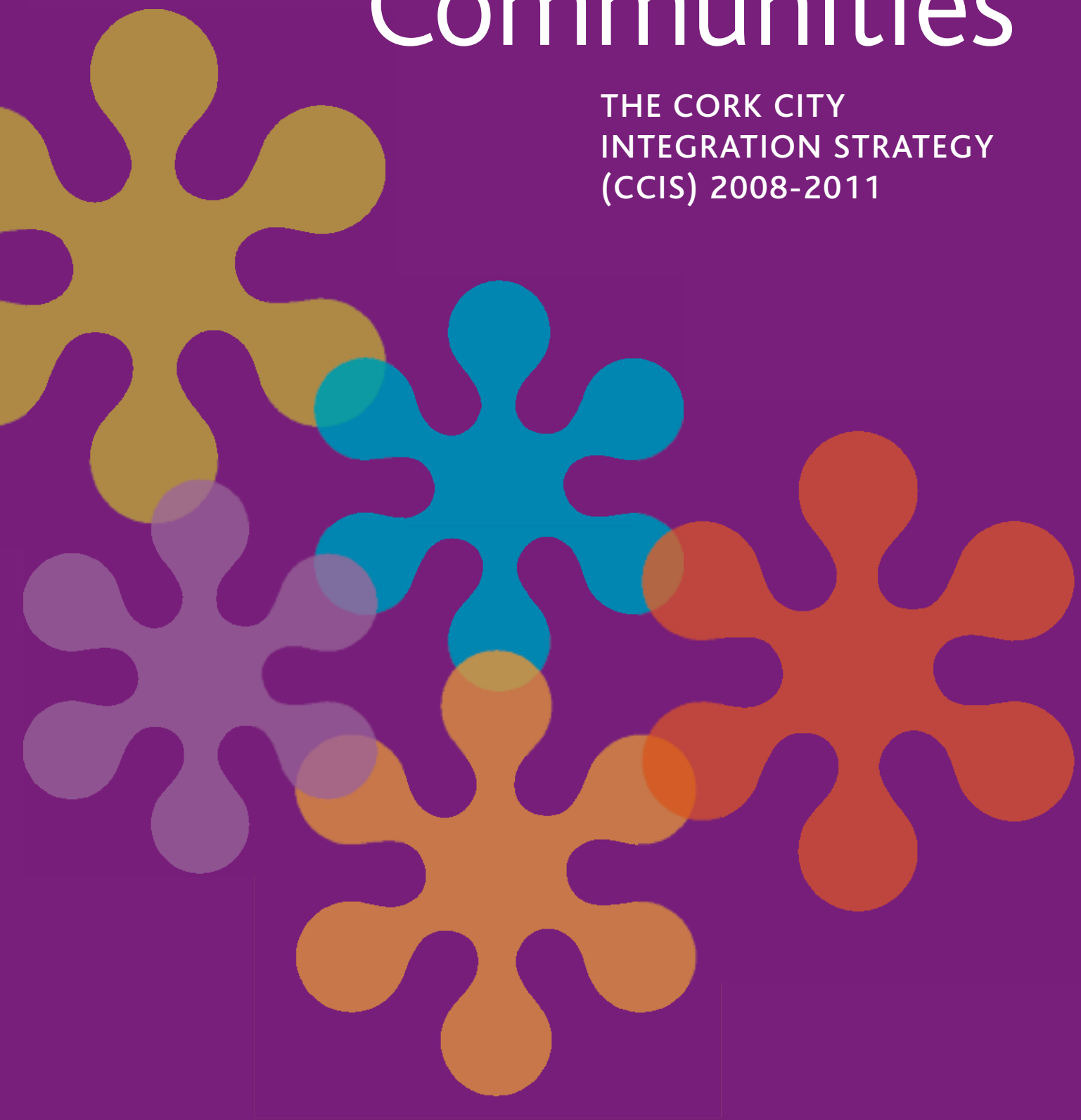
Connecting Communities

THE CORK CITY INTEGRATION STRATEGY (CCIS) 2008-2011



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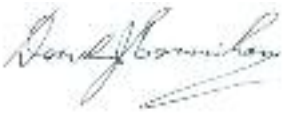
Foreword

It is a great honour to introduce '*Connecting Communities*' - the Cork City Integration Strategy (CCIS) 2008-2011. It is timely in the context of this, the European Union Year of Intercultural Dialogue. The strategy sets out to positively challenge discrimination and promote an inclusive, intercultural city in which all are valued, regardless of nationality, religion or ethnic background. It sets an agenda for cultural and ethnic diversity, to be welcomed and celebrated in the city.

In addition to individual efforts to embrace the changing face of Cork, the importance of commitment from local employers, trade unions, community and voluntary groups and state and semi state agencies, cannot be understated. As part of this strategy's implementation, agencies and groups have put themselves forward as participants in realizing this vision of an intercultural Cork city.

I would like to take this opportunity to express my appreciation and gratitude to those agencies and groups and to all who participated in the research processes undertaken to inform the strategy.



Lord Mayor of Cork, Councillor Donal Counihan
14 April 2008

1 Introduction

As part of Ireland's National Action Plan Against Racism (NPAR) 2005-2008, and in keeping with the Cork City Development Board's Integrated Strategy – Imagine Our Future (2002-2012), an Integration Strategy has been prepared for the city, which seeks to welcome diversity, promote an intercultural society and break down some of the barriers to integration between communities in Cork city.

This section of the document introduces the Cork City Integration Strategy (CCIS) 2008-2011 and highlights its purpose, process, scope and underpinning values.

Section two outlines important terms in the context of an Integration Strategy and looks at a cultural and ethnic profile of Cork city.

The qualitative, quantitative and documentary research processes undertaken to inform the strategy are documented in section three.

Section four presents the findings from this research and highlights some of the barriers to integration in Cork city, ranging from issues of racism and discrimination to economic, social, cultural and political barriers. These barriers influenced the forming of the CCIS Thematic Summary and Action Plan (Section 4).

The strategy is located in a national and international legislative and policy context, as outlined in Appendix D.

1.1 CONTEXT AND RATIONALE

The National Action Plan Against Racism (NPAR) 2005-2008 fulfills a commitment by the Irish Government to the UN World Conference Against Racism and represents an approach to combat racism and discrimination by creating a more inclusive society, where equality for all prevails. NPAR identified a range of actions to realise its objectives. One of these actions called on Irish cities and counties to develop Anti-Racism and Diversity Plans.[4] It is now envisaged that the work of the Anti-Racism and Diversity Plans will be continued under the guise of city and county integration strategies.

The Cork City Integration Strategy (CCIS) 2008-2011 is a response to this initiative.

Through recent funding from Pobal to area-based partnerships via the Office of the Minister of State with special responsibility for Integration for initiatives to support the integration of legally-resident immigrants, the Cork Intercultural Project was initiated.

The Steering Group for this project (Appendix H) recognised the need for a strategy to embrace the new and existing cultural and ethnic diversity in the city and contribute to the creation of a dynamic and socially cohesive Cork city.

Promoting participation was recognised as paramount to the development of such a strategy and thus the inclusion of ethnic minority representatives and support organizations was vital in forming the CCIS Advisory Group (Appendix G).

Migration

> ***"Migration is the mother of progress and invention."*** [1]
>
> PETER SUTHERLAND (UN REPRESENTATIVE)

Ireland has moved from being a country of net emigration to one of net immigration.

> ***"Between the 1840s and mid-1990s Ireland was a country of net emigration. Irish people...fled for political reasons... as a punishment for crime they were exiled... in the C17th to C19th and to provide labour in new colonies...they fled hunger and disease during the years of the Great Hunger and Famines of the late C19th, they enlisted as soldiers to fight foreign wars...they ventured as Roman Catholic missionaries... they left for intercultural experience and adventure, as artists and travellers, they emigrated as economic migrants from the 1930s to 1980s, they travelled as entrepreneurs seeking business opportunities & new markets".*** [2]
>
> DUKES (2005) THE IRISH ABROAD

Immigration is a feature of Irish society which is here to stay. This change poses new opportunities and challenges for all.

Ireland's population currently stands at approximately 4.24 million people. Of this figure 14.7 percent comprise of people born outside Ireland. It has been estimated that by 2030 this number may exceed one million.[3]

The cultural, ethnic and religious diversity this brings to our shores adds to the diversity that has always existed in Ireland. The Jewish community in Ireland dates back to the 19th century. The Muslim community dates to the 1950s.

One of the longest standing minority ethnic groups is the indigenous Irish Traveller community, of which there are estimated to be 22,000[3]. It has also been estimated that 20,000 Orthodox Christians and 32,000 Muslims currently reside in Ireland.[3]

These are just some of the groups that are contributing to, and are an integral part of, Irish society. Almost 6,000 people from around the world are helping to educate a new generation of students in Ireland. Almost 20,000 people from all over the world work in the Irish health services and approximately 30,000 people of various nationalities and ethnicities work in the restaurants and hotels of Ireland.[4]

Cork has also witnessed a considerable growth in diversity in recent times, with the population of foreign nationals in the city doubling in the four years between 2002 and 2006.[3] The rationale for this strategy is set in the context of what this change means for Cork city in acknowledging new and existing diversity.

As integration represents one of the most important challenges to modern Irish society, the strategy aims to set out a three-year plan for Cork city which tackles racism, discrimination and social exclusion, acknowledges that our society is being enriched by the presence and the contribution of people from different cultural, national and ethnic backgrounds, promotes their economic, social, cultural and political inclusion and ultimately strengthens the city's strategic focus on integration of its communities.

1.2 STRATEGY PROCESS

In August 2007, the CCIS Advisory Group agreed upon a process to develop the Cork City Integration Strategy 2008-2011. Initial endorsement of the process was obtained from the Cork City Development Board on the 21st September 2007.

Qualitative, quantitative and documentary research was undertaken to inform the strategy, by way of consultations with ethnic minorities and the wider Irish public and questionnaires (to enhance understanding of the barriers to integration), service provision audits (to establish challenges facing service providers) and documentary research (to supplement research findings).

The results from the above were then summarised and presented at three NPAR -themed round-table discussions. Participants at these meetings were asked to address the issues arising from the research presented and to suggest possible actions which would assist in welcoming diversity, countering racism, promoting interculturalism and breaking down some of the barriers to integration in Cork city.

The findings from these processes enabled members of the Advisory Group to draw up a list of actions which responded to the needs articulated by various stakeholders. The actions identified in the strategy are framed in terms of what is realistic and achievable, given the resources available for the strategy's implementation, and are developed under the themes of the NPAR framework (Section 3.6).

The Strategy builds on the valuable work ongoing in the city by ethnic minority and immigrant support organizations and groups and on previous local research carried out.

1.3 STRATEGY SCOPE

The Strategy strives to take into account the diversity of situations within minority ethnic communities arising from the different legal status of asylum seekers, refugees, persons with stamp 4 - leave to remain, unaccompanied asylum-seeking minors, EU and EEA migrant workers, work permit and visa holders, undocumented migrant workers, international students and also the issues arising for members of the indigenous Irish Traveller Community.

The Strategy recognises that while the immigrant population has many common experiences, ethnic minority groups are differentiated both within and between themselves and have specific histories, cultures and languages. They are also differentiated along variables of gender, class, religion, education, and legal status, as outlined above.[5]

The Central Statistics Office (CSO) estimates 413,223 people resident in the state are 'non-Irish national'.[3] The majority of these are from the EU: 27% from the UK and 39% from other EU member states. 15% of the total non-Irish population is Polish, 6% is Lithuanian and 3% Latvian. Outside of the EU, 3% of the total non-Irish population is Chinese, and 11% is from Asia (India 2%, Philippines 2%). Various African nationalities make up 8% of the non-Irish population.[3]

The CCIS Advisory Group agreed the target group for the strategy would include the approximately 20,000 people recognised as 'non-Irish national' in Cork city and the 720 Irish Travellers recorded as residing in the city on the night of the census 2006.[3]

The Cork City Integration Strategy (CCIS) actions only address issues and difficulties that come within the remit and resources of the city. This is not to ignore that accepting and embracing diversity requires changes to national immigration and integration policy and legislation. Many of these issues, which affect the lives of immigrants and ethnic minorities and act as serious barriers to integration were highlighted in the CCIS consultations and include family reunification, the habitual residency clause, exploitation and employment issues, the right to work for asylum seekers and access to education. Other serious concerns raised in focus groups which also have the potential to significantly delay the integration process centered on the lack of clarity regarding residency, naturalization and citizenship processes (See MIPEX)[6]. As mentioned the strategy is framed in terms of what is realistic and achievable. National issues, which have huge potential to affect a person's ability to integrate, are outside the framework of this strategy.

As integration takes place at the level of neighbourhoods, workplaces and schools, and as it depends on the willingness and capacity of public and private institutions to respond to needs of ethnic minorities, the strategy aimed to incorporate and build support across a wide range of sectors including community, voluntary, sports, arts, media, tourist, faith-based, and migrant organisations, state services, employers, trade unions, local politicians, academics and members of the general public.

1.4 STRATEGY VALUES

The following values underpin the strategy and are seen by the Advisory Group as necessary for its successful development and implementation.

Equality: of opportunity and outcome.

Participation: in the process by those affected by the outcomes.

Recognition and Respect for Diversity: Mutual respect for individual differences and diverse ways of working and the adoption of intercultural approaches.

The Cork City Integration Strategy research highlights the need to challenge traditionally held beliefs, stereotypes and prejudices, develop anti-racist practice and work pro-actively to build an intercultural society.

The promotion of fundamental rights, non-discrimination, empowerment and equal opportunities are seen as paramount to the strategy.

2 Diversity & Discrimination, Interculturalism & Integration

2.1 IMPORTANT TERMS

Some important terms to acknowledge in the context of the strategy:

Ethnicity includes shared characteristics such as culture, language, religion and traditions which contribute to a person's identity.[7]

Assimilation was an unsuccessful policy aiming to absorb minority ethnic groups into the majority community, with an expectation that communities and their cultures would become invisible or expire. Attempts were made in the past in Ireland, in relation to the Traveller community. Assimilation has been discredited and replaced by concepts of multiculturalism and interculturalism.[8]

Multiculturalism refers to different ethnic, racial, religious or cultural groups existing in the same society, but distinct from each other.[7]

Interculturalism is about creating the conditions for interaction, understanding and respect between cultures and ethnicities, and equality of opportunity.[7]

Discrimination relates to unfair treatment of a person or group based on prejudice relating to any of the nine grounds set out in the legislation.[7]

"Racism is a particular form of exclusion faced by minority ethnic groups, based on the false belief that some 'races' are inherently superior to others, because of their skin colour, nationality, ethnic or cultural background. Racism denies people their basic human rights, dignity and respect. It... ranges from small, everyday acts of discrimination... to acts of threatening behaviour and violence."[8]

Racism and Social Exclusion

According to Partnership 2000 and the National Development Plan 2000-2006, social exclusion is defined as the 'marginalisation from production (unemployment), from consumption (poverty), from social networks (community, family, neighbours) from decision-making and from an adequate quality of life'.[8] For minority ethnic groups, experiences of racism often accumulate and result in marginalisation.

Where a minority group experiences racism over generations the risk of social exclusion is particularly high.[8] Those who feel excluded from society, instead of striving to belong, may seek to isolate themselves in their own communities.[9]

Integration

There are many different views and ongoing debates about what constitutes integration. Integration is 'the combination of diverse elements'. In relation to societies, one looks at how diverse societies are combined or what an integrated society looks like.

Integration, as outlined earlier, can take various forms, such as assimilation (monoculturalism) or multiculturalism, which have proven unsucessful. Interculturalism however has gained a more dominant position in discussions and focuses on actual interaction, understanding and respect between majority and minority cultures.

Research literature on the subject recognises integration as a process, which is muti-dimensional, extends over several generations and is bi-directional, in that it affects equally the majority population. The term 'integration' is widely used in a policy context at national and European level, understood to be '*a two way process that places duties and obligations on cultural and ethnic minorities and the State to create a more inclusive society*'.[4]

For the purposes of a National Economic and Social Council (NESC) 2006 report, integration is defined as the adjustments that result from interactions between immigrants and mainstream Irish society.[10]

The manner in which the integration process is conducted is as important as its results and should be seen as undergoing constant change as society evolves.[11] The process is shaped by many factors such as the skills, abilities, religion and other characteristics of the ethnic minority population and the economic, social, cultural and political characteristics of society. The emphasis of integration policy should be on supporting initiatives which enable the preservation of the ethnic, cultural and religious identity of the individual, remove the barriers affecting access to mainstream services and raise-awareness among all cultural groups.[11]

For these reasons the Cork City Integration Strategy recognises integration as:

An intercultural process which places rights and obligations, on the state, majority and minority communities, to ensure all individuals have the opportunity to participate in economic, social, cultural and political life, on an equal basis and without having to relinquish one's cultural identity.

It has been argued that minorities inevitably integrate into society over time[12]. However, national and local policies and practices can greatly speed up or slow down the integration process. It is envisaged that this strategy will represent a first step in establishing a clear strategic vision for integration in Cork city.

2.2 DEMOGRAPHY OF CORK CITY

The normal residence figure for Cork city is 181,746. This figure includes a number of suburbs added to the approximately 120,000 people residing in Cork City Electoral Divisions (EDs).[3]

DEMOGRAPHY OF CORK CITY BY ETHNIC OR CULTURAL BACKGROUND

Irish	158,514
Irish Traveller	720
Other White background	12,541
African	1,837
Other Black background	214
Chinese	632
Other Asian Background	1,788
Other (including mixed background)	2,030
Not stated	3,470
TOTAL	181,746

Persons usually resident (and present in their usual residence on census night) in each town (including suburbs and environs, if any). CENSUS 2006

DEMOGRAPHY OF CORK CITY BY NATIONALITY

Irish	161,363
European Union	11,929
Rest of EU	854
Africa	1,543
Asia	2,143
America	841
Other	888
Not Stated	2,185
TOTAL	18,1746

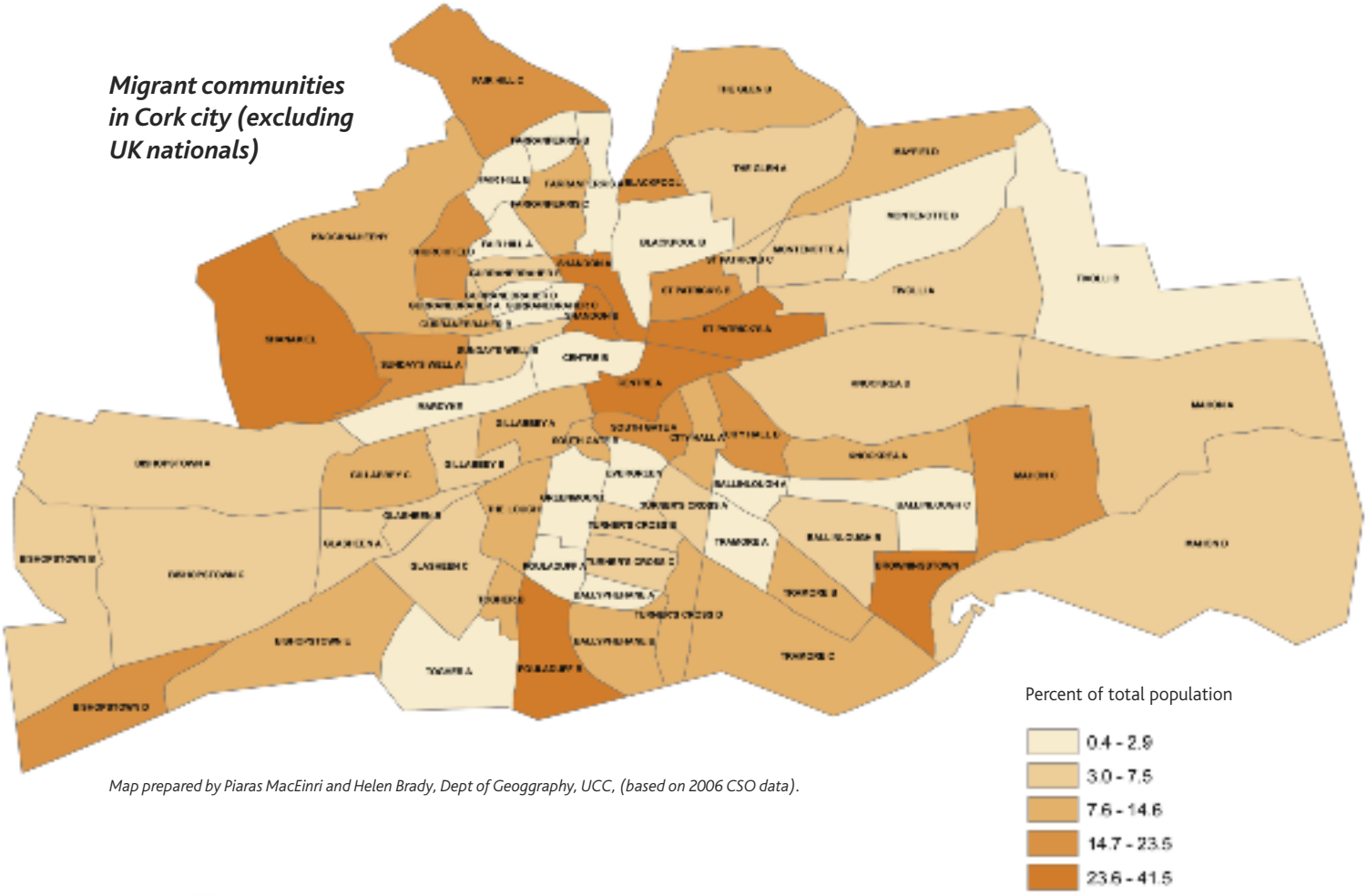
Persons usually resident (and present in their usual residence on census night) in each town (including suburbs and environs, if any). CENSUS 2006

Research shows that immigrants are more likely to settle in urban areas. Further, within cities, they are likely to become concentrated in particular neighbourhoods by following existing family or community ties or to minimise living costs. An analysis of recorded populations in Electoral Divisions from the 2006 Census shows the average percentage of the population stating a place of birth as outside Ireland, at almost 15% nationally. Some Electoral Divisions in Cork city recorded over 25% of its population stating their place of birth as outside Ireland.[3]

The CCIS target group includes the approximately 20,000 people recognised as 'non-Irish national' in Cork city and the 720 Irish Travellers recorded as residing in the city on the night of the census 2006.[3]

It is important to note that there has been acknowledgment of some under-enumeration in the 2006 census.

Migrant communities in Cork city (excluding UK nationals)



Map prepared by Piaras MacEinri and Helen Brady, Dept of Geography, UCC, (based on 2006 CSO data).

3 CCIS Research

Research has been on-going over the past eight months to inform the Cork City Integration Strategy, by way of focus group consultations, service mapping audits, questionnaires and round table discussions. Documentary research was also carried out to supplement findings.

3.1 SERVICE MAPPING AUDITS

In order to inform the strategy, fifty service mapping audits were distributed to statutory and voluntary service providers in Cork city, of which 80% were returned. The service mapping exercise attempted to establish the level of engagement by the target group, challenges faced by organisations in providing services to the target group and factors hindering the target group from accessing services. Service mapping audits also called for suggestions on the development of services to better facilitate the target group and important actions for inclusion in the Cork City Integration Strategy.

3.2 CONSULTATIONS – FOCUS GROUPS (FGs)

Approximately seventy-five people were consulted in ethnic minority focus groups including representatives from the following communities:

1 **Polish Community**
2 **Lithuanian Community**
3 **Czech Republic Community**
4 **Filipino Community**
5 **Indian Community**
6 **Cork Muslim Women's Group**
7 **Cork Traveller Women's Network**
8 **Mahon Traveller Men's Group**
9 **Discussions with Asylum Seekers**
10 **Cork Networking Committee**
11 **General ethnic minority focus group (inc. representatives from Hungary, Iraq, Zimbabwe, Cameroon, Nigeria & Somalia)**

3.2.1 Public Consultations

Calls for Public Submissions on integration issues were advertised in local papers and three 'public consultation' meetings were held in an effort to gauge the 'general Irish public' opinion on integration. All three meetings were poorly attended. This may be due to, as noted in Advisory Group discussions, Irish-born people seeing integration as something ethnic minorities must carry out, rather than the two-way process between majority and minority cultures.

3.3 QUESTIONNAIRE RESEARCH

One hundred questionnaires were drawn up and distributed in the Cork city area. (This included 50 ethnic minority questionnaires and 50 general Irish public questionnaires). Population sampling was constructed, using Census 2006 data, based on sex, age, ethnicity and nationality. The surveys were taken on three separate days, at three separate locations, across the city. Respondents were approached until quotas for each grouping were filled.

British and Polish migrants were two of the most significant groups represented in ethnic minority surveys. Others included Czech, Spanish, Pakistani, Chinese, Nigerian and Chechen migrants and Irish Travellers. Twenty-eight males and 22 females were surveyed. The majority were aged between 18-34 years. Of these, 60% were either married or in a long term relationship and 34% had children in Ireland. Many of the ethnic minority questionnaire participants had been in Ireland for less than one year.

3.4 DOCUMENTARY RESEARCH

A body of research exists in Cork which has addressed the needs of migrants and explored integration issues. The strategy builds on this and other research.[19/20/21]

3

3.5 ROUND TABLE DISCUSSIONS (RTDs)

The issues arising from the service mapping, consultation and questionnaire research carried out were summarised and presented at three themed round table discussions. Participants at these meetings (Appendix A) were asked to discuss the findings and, taking the concerns of all stakeholders into account, to suggest actions which could be carried out over the next three years to enable the conditions for integration to be realised in the city.

Each of the key themes constitutes a section within the action plan, and is linked with one of the five objectives of the NPAR Framework. (See section 4.6)

RTD 1 – focused on ethnic and cultural diversity in the service provision areas of education, health, social services, childcare, accommodation, information provision and in the administration of justice. (NPAR Theme 3)

RTD 2 – was concerned with economic inclusion and protection against racism. (NPAR Themes 1 and 2)

RTD 3 – focused on awareness-raising of diversity through the media, the arts, sport and tourism and ethnic minority participation in society at political, policy and community levels. (NPAR Themes 4 and 5)

3.6 THEMATIC SUMMARY OF THE NATIONAL ACTION PLAN AGAINST RACISM (NPAR)

THEME 1: PROTECTION

EFFECTIVE PROTECTION AGAINST RACISM

> **"is concerned with effective protection and redress against racism, including a focus on combating discrimination, assaults, threatening behaviour and incitement to hatred"**[4]

THEME 2: INCLUSION

ECONOMIC INCLUSION AND EQUALITY OF OPPORTUNITY

> **"is concerned with economic inclusion and equality of opportunity for ethnic minorities, including a focus on employment, the workplace and poverty"**[4]

THEME 3: PROVISION

ACCOMMODATING DIVERSITY IN SERVICE PROVISION

> **"is concerned with accommodating cultural diversity in service provision, including a focus on common outcomes related to all forms of service provision and a focus on specific policy areas"**[4]

THEME 4: RECOGNITION

RECOGNITION AND AWARENESS OF DIVERSITY

> **"is concerned with recognition and awareness of cultural diversity and racism including a focus on awareness raising; the media; and arts, sports, and tourism"**[4]

THEME 5: PARTICIPATION

FULL PARTICIPATION IN IRISH SOCIETY

> **"is concerned with full participation in Irish society including a focus on the political, policy and community levels"**[4]

4 CCIS Summary and Action Plan

It is important to note that although this research primarily sought to establish the barriers to integration and ways of overcoming them, as outlined below, many ethnic minority research respondents had very positive experiences to report on life in Cork city.

4.1 PROTECTION & REDRESS AGAINST RACISM & THE ADMINISTRATION OF JUSTICE

As anti-racism and anti-discrimination are the foundations of an effective integration strategy it is vital to firstly address these issues.

> ***"I have lived in Cork for five years and am very settled here. My English is very good, but at times when I talk to Irish people, I see frustration and disgust in their eyes".***
>
> FOCUS GROUP PARTICIPANT

The questionnaire research carried out to inform the strategy showed that two thirds of the 'general Irish public' believe racism is an issue in Cork city. More worryingly, 44% reported witnessing a racist incident. While the majority of these incidents were verbal in nature, some related to physical assault.

More than a quarter of ethnic minorities surveyed reported a member of their family had experienced racism in the city (see below).

All Travellers and migrants of African origin surveyed reported experiencing racism. Again, the nature of these incidents was for the most part verbal, occurring predominantly on the street. These results correspond with similar national research.[13]

What is of huge significance is the extremely low frequency for reporting such behaviour, with 77% of those who had a family member experience a racist incident in the city, not reporting it (see below).

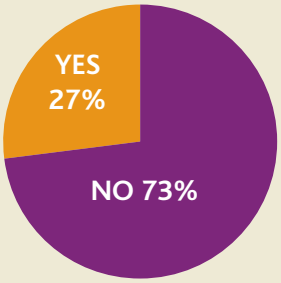
Many of the focus group participants had experienced discrimination in some form, which they felt was due to their ethnic background. The following are some of the main topics noted in focus groups:

- Racism experienced from Irish youths
- Not knowing where to report racist incidents
- Worried about the outcome of reporting
- The need to hide one's identity
- Biased media coverage of Travellers
- Asylum Seekers' isolation and exclusion
- The experience of visible minorities.

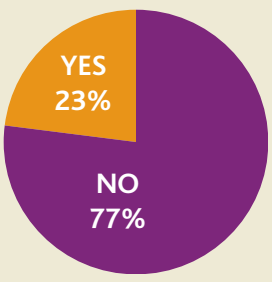
Despite this, eighty-four percent of ethnic minority questionnaire respondents reported they 'feel welcome in Cork city' and when asked about their intentions to make Cork city their permanent home, fifty-seven percent reported they intend to do so.

> ***"Many immigrants are here to stay. They see their futures in Cork and are interested in learning more about Ireland".***
>
> FOCUS GROUP PARTICIPANT

Have you or your family experienced racism in Cork city?



Percentage of racist incidents reported



CCIS ACTION	LEAD AGENCY /GROUP
Development of a structure to facilitate third-party reporting of racist incidents.	An Garda Siochana
Research into development of a website with information on how and where to report racist incidents and other relevant information.	An Garda Siochana
Promotion of website and anti-racism campaign via billboard advertising.	An Garda Siochana

4.2 ECONOMIC INCLUSION AND EQUALITY OF OPPORTUNITY

General Irish Public questionnaire respondents were asked if they believe ethnic minorities make economic contributions to the city. Although sixty-six percent believe economic contributions are being made, it remains that a third of respondents are either unsure or believe ethnic minorities do not contribute to economic growth. This is despite the Irish government actively seeking workers from abroad to fill labour-shortages in the economy.

"We came to work, not to dance".

FOCUS GROUP PARTICIPANT

Despite the many challenges outlined overleaf, which ethnic minorities face in accessing good employment in the city, our questionnaire research showed that almost two thirds of the 'general Irish public' believe ethnic minorities have as good a chance or better chance than Irish-born people at obtaining employment.

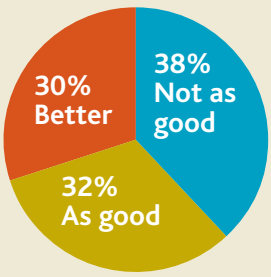
The chart below outlines the main issues ethnic minority respondents attributed to difficulties experienced in finding or carrying out work. Language difficulties were the most commonly cited problem. Of the respondents currently in employment only half felt their work was commensurate to their qualifications.

Many focus group participants reported experiencing discrimination in relation to accessing employment and also within the workplace which they felt is due to their ethnic background. This was of particular concern for the Traveller focus groups. Many focus group participants expressed a fear of living in poverty, even for those in employment.

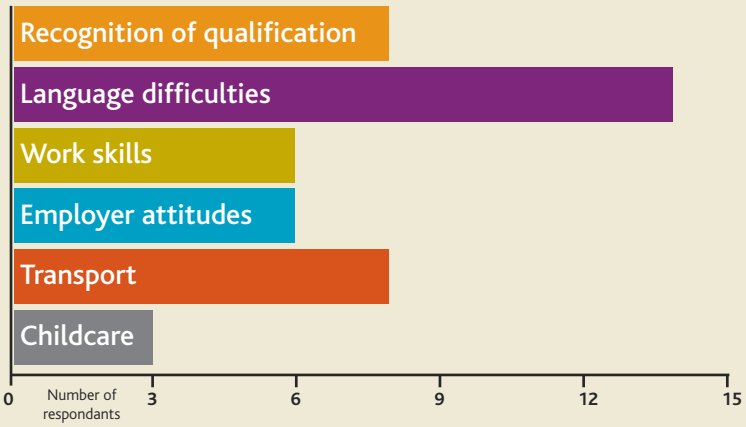
"We don't feel financially secure living here. We don't have a safety net, if something goes wrong we don't know our entitlements".

FOCUS GROUP PARTICIPANT

How do you think ethnic minorities fare, in terms of their chances of obtaining good employment in Cork city, compared to Irish-born people?



Have any of the following presented challenges in finding/carrying out your work?



The main points noted by focus group participants as barriers to economic inclusion and ultimately integration in the city include:

Insufficient recognition of qualifications

Recognition of qualifications is a crucial first step into employment. The main concern raised by participants was the time it took to obtain this recognition from the National Qualifications Authority of Ireland (NQAI).

> ***"The waiting time is too lengthy".***
>
> FOCUS GROUP PARTICIPANT

> ***"When the National Qualifications Authority stamps your certificate; there is a clause stating they are not responsible for its authenticity – this undermines its status".***
>
> FOCUS GROUP PARTICIPANT

Working in jobs for which over-qualified

Highly-skilled professionals working in low-skill labour, was noted by participants as a barrier to integration.

> ***"I am a qualified engineer, but working as a cleaner. I want Cork city to use and benefit from my knowledge and skills".***
>
> FOCUS GROUP PARTICIPANT

Employment permits / visas

The main concerns centred on problems obtaining work permits or visas and the length of time to issue these. Moverover, the insecurity of the work permit system was a huge issue for focus group participants.

> ***"As a non-EU national, when my daughter reaches 18, she must pay huge fees if she wants to go to college, which I cannot afford on a nurse's salary. If she can't get a work permit, she must return home. All my family is here, who will she return home to?"***
>
> FOCUS GROUP PARTICIPANT

Confusion, on the part of employers, regarding the employability of spouses of work permit / visa holders was stated on many occasions as a huge frustration for some, as was the resulting mixed messages being sent out by employers. Lack of flexibility in changing jobs was also noted.

> ***"Employers will sooner employ someone that doesn't need a work permit, due to the cost. Spouses don't need a permit in the UK".***
>
> FOCUS GROUP PARTICIPANT

Exploitation / inequality

Some minority ethnic workers reported feeling exploited due to low pay and unfair conditions. Examples of this included being denied holiday or overtime pay, unequal divisions of labour and unfair working conditions.

> ***"That holiday is only for Irish people".***
>
> FOCUS GROUP PARTICIPANT

Particular areas of employment noted for such practices were in the construction and tourism sectors, in hospitals, nursing homes and agencies.

Many focus group participants stated they were fearful of losing their jobs if attempting to engage with trade unions.

The language barrier

The language barrier was acknowledged by focus group participants as allowing people to be exploited in the workplace and preventing possible integration.

> ***"My husband (Lithuanian) works in construction with 200 Polish. Since coming to Ireland he has not had the time or opportunity to learn English, but is now fluent in Polish. He is too tired to go to English classes when he returns from work".***
>
> FOCUS GROUP PARTICIPANT

Other general points raised in relation to economic inclusion focused on difficulties accessing work experience and lack of general progression routes, lack of access to information on rights and entitlements, constraints of the Habitual Residency Condition, a lack of facilities for Muslims in most workplaces and discrimination from other employees, were noted as barriers to integration for some participants.

> ***"I am a Quantity Surveyor. To work here I have to get work experience in Ireland. I have proof I have worked in England, but this is not recognised by employers here. I can't get a grant to go back to school. I dont know what to do. My hands are tied".***
>
> FOCUS GROUP PARTICIPANT

CCIS ACTION	LEAD AGENCY /GROUP
A working group to address equality and diversity in the workplace.	Nasc Immigrant Support Centre
An employment support programme for the target group.	Cork City Partnership
A website with information on employment rights and entitlements.	Nasc Immigrant Support Centre
The roll-out of intercultural codes of practice to the businesses community.	Cork City Partnership & Cork Chamber of Commerce
'Anti-Racist Workplace' initiatives rolled out on an annual basis.	Cork City Partnership
Implementation of Theme 4 Traveller Inter-Agency Strategy.	TIAS Working Group

4.3 SERVICE PROVISION

This NPAR theme relates to ensuring policies and services give due consideration to cultural and ethnic diversity. It focuses on Education, Health, Housing, Childcare, Social Services and Information Provision.

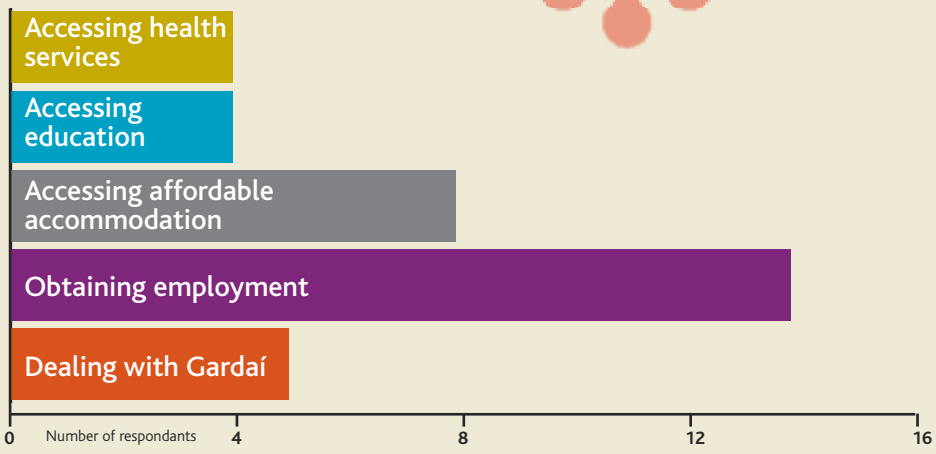
> ***"Service providers need to consider the extent they may need to vary the ways in which services are delivered... to take cultural differences into account. The aim should be to equality and diversity- proof services".*** [14]

Ethnic minority questionnaire respondents were asked to specify in which areas of service provision in Cork city they feel they are most likely to encounter problems due to their ethnicity. As discussed above, obtaining employment was highlighted as the greatest challenge attributed to ethnicity.

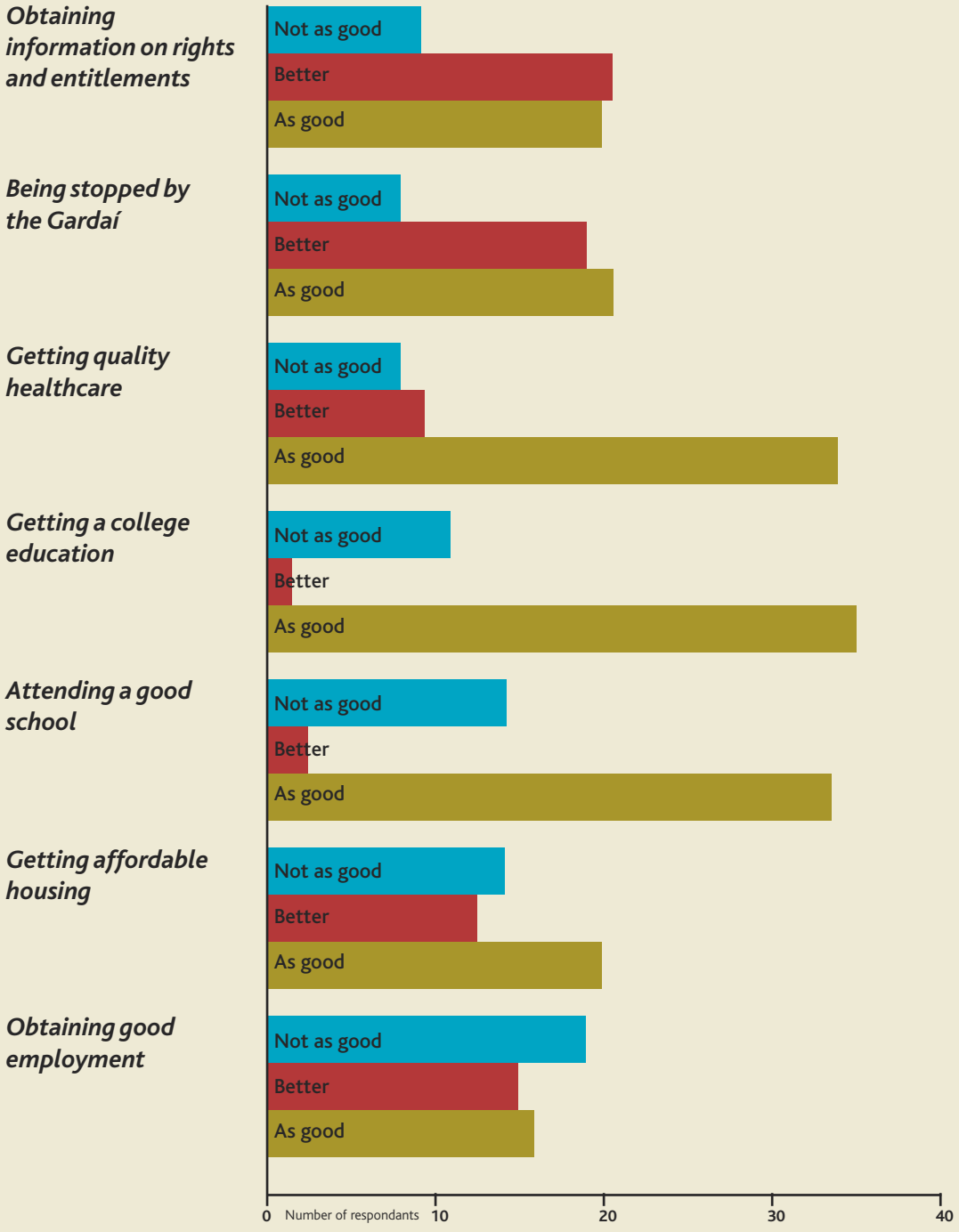
Other areas covered included access to health, education, accommodation and justice services in the city.

General Irish public questionnaire respondents were asked how they think ethnic minorities fare, regarding their chances of accessing certain services in Cork city. In relation to accessing schools, colleges and health-care, the vast majority believe ethnic minorities are on an equal footing to Irish-born people. In response to obtaining information about one's rights and entitlements, forty-two percent believe ethnic minorities have a better chance of obtaining such information (see page 16).

Problems attributed to ethnicity



How do you think ethnic minorities fare in Cork city, compared to Irish-born people, in terms of their chances of the following:



In addition to questionnaire respondants, focus group participants were also asked about their satisfaction with the level of access to and quality of services provided in Cork city. Perceived discriminatory attitudes of some front line staff in state agencies and the general lack of appropriately trained staff dealing with intercultural matters were voiced by participants.

Challenges noted by some service providers include the lack of recognition from local and national politicians and parties and Department of Justice administrative delays and attitudes regarding family reunion, visas, EU Treaty rights and immigration.

4.3.1 Education

Many focus group participants spoke highly of mainstream education services in Cork. However, there was consensus on the need for more information on how the education system operates in Ireland and the need for more of a focus on cultural and ethnic diversity in the curriculum.

Traveller representative groups noted that while the number of Traveller children completing primary school has steadily increased, retention at post-primary level remains a serious issue. The perceived problem of some schools openly displaying low educational expectations of Traveller children was voiced as a concern, in this regard.

The Central Applications Office (CAO) application procedure, designed for resident nationals, and the resulting lack of a fast-track option into higher education for immigrants, was one of the factors noted by service providers as hindering the target group from accessing higher education. Other concerns centred on the financial obstacles to education. Some of the challenges faced by educational organisations in the city in providing services to the target group include difficulties in promoting educational programmes to the target group, in verifying previous levels of educational attainment and in ensuring the standard of English literacy is appropriate. Other organisations expressed difficulties in dealing with possibly different attitudes to educational processes and different levels of importance being put on education by some groups.

There was general agreement in focus groups on the need to learn the English language in order to integrate and enhanced evening or weekend provision of low-cost English language courses was requested.

Ethnic minority questionnaires carried out depicted that over half the respondents had experienced language difficulties since coming to Ireland. Yet only twenty-one percent of non-native speakers surveyed had attended English language classes since coming to Ireland.

4.3.2 Housing

Focus group consultations highlighted the difficulties in securing accommodation in Cork city. Perceived unfair treatment by landlords and letting agencies and the need to produce references when newly arrived, were some of the points raised.

Constraints imposed by the Habitual Residency Condition and Stamp 4 status requirements for housing eligibility were additional factors hindering the target group accessing accommodation.

Some of the challenges faced by housing organisations providing services to the target group include emergency shelters being full every night, landlords refusing single parents, non-Irish or those in receipt of rent supplements, in dealing with the consequences of the Habitual Residency Condition and in providing housing in suitable areas from a social integration perspective.

Inequality, in relation to Traveller housing issues, was also noted. Serious discrimination in the private rented sector and the shortage of Traveller accommodation in the city was stressed.

4.3.3 Justice

In addition to the issues outlined earlier under the heading of 'Protection Against Racism', a lack of information regarding driving laws and the regulation of foreign registered cars was noted by focus groups participants.

A factor hindering the target group from accessing the justice system, as noted by An Gardai Siochana, was the possibility of negative experiences in countries of origin with police forces and thus immigrants being fearful or suspicious of becoming involved with figures of authority.

A challenge faced by the justice system in providing services was seen as the need to build trust and confidence between ethnic minorities and the Gardaí.

4.3.4 Health

The cost of health care in Ireland was the main concern for focus group participants. Also noted were the waiting times in Accident & Emergency departments or for specialist treatments.

Some focus group participants reported flying home to their country of origin to receive medical attention because of the reduced cost and waiting time. The language barrier was again raised as problematic in accessing health services. The lack of information on the availability of Halal food in hospitals and clarity regarding entitlements of patients to request female doctors was also noted by some participants.

The lack of information on how the health system works and eligibility for such services was identified in service provision audits as hindering immigrants from accessing health services in Cork city.

The difficulties in customising generic services to address the needs of different groups and the perceived lack of cultural support for group work or counselling were also named as challenges facing the health system in providing services to the target group (see also HSE Intercultural Strategy).[15]

Traveller representative groups noted good access to health care, but outlined the need for more support around mental health issues. They stressed the negative effects of poor access to accommodation, education and employment opportunities, on Traveller mental health and the importance of agencies working in partnership to address these issues.

4.3.5 Childcare

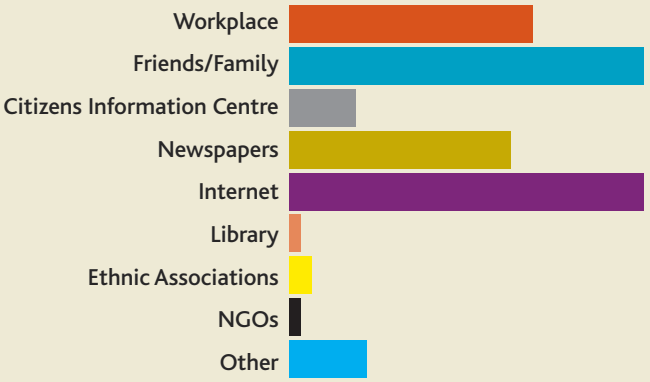
The main concerns stressed by focus group participants centred on the lack of awareness regarding the availability of community crèches and low cost childcare services in the city, the need for culturally appropriate materials in crèches and pre-schools and the heavy costs incurred for private childcare. Traveller focus groups commended recent efforts by community crèches to be more inclusive of Traveller children and in providing culturally appropriate materials. The main challenge faced by childcare organisations in providing services to the target group was the lack of affordable childcare places available in the city.

4.3.6 Information Provision

Focus group participants reported being unsure of where to access information and being uncertain of their rights and entitlements, due to the many myths and misinformation being circulated. This sentiment was echoed in ethnic minority questionnaires which suggested that those who experienced least difficulties in accessing such information were of English-speaking or Polish origin. Two focus group participants had sent documents to their country of origin to have them translated.

Ethnic minority questionnaire respondents were also questioned regarding where they access general information. Friends and family, the workplace, internet and newspapers were reported as being the most common sources of information for the target group.

Places used to access information



General Service Provision

In addition to the various obstacles outlined above which impede access to and satisfactory outcomes from service provision in the city, other general factors as noted by service mapping audits, included waiting lists, financial obstacles, insecurity of residency, mental health issues, lack of permanent addresses, intimidating application procedures and uncertainty regarding the agendas of organisations.

Also noted was the possibility of ethnic minorities having little or no time to engage in capacity building projects due to other more pressing commitments. More public awareness of the difficulties and challenges ethnic minority groups experience when coming to live in Cork city was highlighted as necessary.

CCIS ACTION	LEAD AGENCY /GROUP
Expansion of the 'Education for New Communities' Forum to incorporate all levels of education.	City of Cork VEC
Flexible delivery of English language classes, at all levels.	City of Cork VEC
Pilot school-based initiative to assist ethnic minority children benefit more from the education system.	City of Cork VEC
Implementation of Theme 2 Traveller Inter-Agency Strategy.	TIAS Working Group
Implementation of the HSE Intercultural Strategy.	Health Service Executive
Redevelopment of the Cork City Ethnic Minority Health Forum.	Health Service Executive
Development of a website, information leaflet and poster campaign in a range of languages on issues of domestic and sexual violence.	Sexual Violence Centre
Implementation of Theme 3 Traveller Inter-Agency Strategy.	TIAS Working Group
Publication of translated information leaflets & relevant website updates on availability of childcare facilities.	Cork City Childcare Company
Awareness-raising of rights among ethnic minority tenants.	Threshold
Advocating with landlords, to secure the rights of ethnic minority tenants.	Threshold
Organising of an annual newcomers information session.	Cork City (North) Citizens Information Service
Research into the compilation and maintenance of a database of interpreters and translators.	Cork Central Library
Support the dissemination of information to and from the immigrant community.	The Cork Networking Committee

4.4 RECOGNITION OF DIVERSITY, PARTICIPATION IN SOCIETY AND INTEGRATION

4.4.1 Recognition of Diversity

> ***"We need to demonstrate to Cork city positive aspects of our culture and traditions. We want the city to get to know and trust us".***
>
> FOCUS GROUP PARTICIPANT

Questionnaire respondents of the 'general Irish public' were asked if they believe ethnic minorities make cultural contributions to the city. Approximately two thirds believe ethnic minorities do so.

When ethnic minorities participants were asked, if they felt free to practice their culture, customs and religion in Cork city, encouragingly, ninety-three percent of respondents felt free to do so.

Ethnic minorities were asked if they felt they were represented fairly in the media. Only a fifth of those surveyed felt that media representation was fair.

Fair and accurate representation in the media was also discussed in focus groups. The sentiments of the participants echoed those of the questionnaire respondents. Feelings of embarrassment in connection with some newspaper headlines, were expressed. The importance of media portrayal in constructing and reinforcing prejudices was stressed by participants. The growth of media outlets in the city catering for immigrants was noted and welcomed.

Some focus group participants felt that promoting interaction, through sport and recreational activities was an excellent opportunity to enable integration. Focus group participants voiced concerns regarding how well they would be received by sports clubs or organisations.

Other focus group participants voiced the need for artistic opportunities to express experiences and talents and the promotion of ethnic minority art in public places to celebrate the diverse range of cultural expression and heritage. However, few participants had engaged in arts activities in the city.

> ***"We need the help of the authorities to provide opportunities for us to express, save and improve our national identity".***
>
> (FOCUS GROUP PARTICIPANT)

4.4.2 Participation in Society

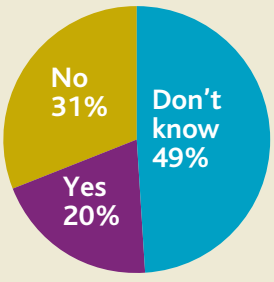
> ***"I feel more of an onlooker, than a participant in society".***
>
> FOCUS GROUP PARTICIPANT

Political Level Participation

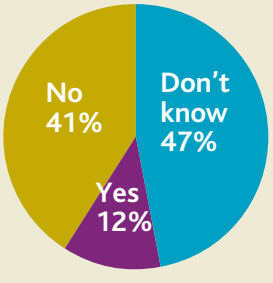
The importance of enhanced participation in political processes was noted by focus group participants. None of the immigrant focus groups had experience of voting in local elections. The need for greater voter registration and participation was voiced and a high level of interest in political issues was evident. But a lack of information on this was expressed as a barrier to participation at this level.

When ethnic minority questionnaire respondents were questioned regarding political issues – sixty percent indicated they were unfamiliar with the Irish political system. Only twelve percent felt their interests were represented politically.

Do you feel ethnic minority grops are represented fairly in the media?



Do you feel your interests are represented politically?



Community Level Participation

Focus group participants reported uncertainty regarding where community projects operate from or what type of service they offer. Having little or no time to engage in community-based initiatives or projects due to more pressing demands, was also noted by participants. Service provider audits noted uncertainty regarding how best to attract the target group to projects in the community. They outlined a keen interest in and awareness of the importance of engaging with new communities and groups and highlighted the importance of ensuring ethnic minority inclusion and representation in local development projects and the need for equal access to support programmes, grants and funding.

CCIS ACTION	LEAD AGENCY /GROUP
MEDIA	
Media skills training for members of the target group through Cork Communities training programme.	Cork City Partnership
Weekly rotating column in the Cork Independent for submissions from ethnic minority groups.	Cork Independent Newspaper
SPORTS	
Sports Information Day.	Cork City Council
Development of the Soccer World Cup Tournament and Cork City Marathon participation, by developing links with 'Show Racism the Red Card' Initiative.	The Cork Networking Committee
Cork City Local Sports Partnership plan to include integration actions.	Cork City Council
ARTS	
Development of workshops to further facilitate target group participation in St Patrick's Day activities.	Cork City Council
Provision of Eurochild poetry workshops in primary schools and the publication of Eurochild Anthology of Poetry and Art.	Tigh Fili Cultural Centre
To establish the 'Biscuit People' Intercultural Childrens Festival.	Tigh Fili Cultural Centre
Facilitation of network meetings between arts organisations and members of the target group.	Cork City Council
www.corkarts.ie e-bulletin newsletter rolled-out to ethnic minority groups.	Cork City Council
Hosting of four exhibitions of work of international artists.	Tigh Fili Cultural Centre
TOURISM	
Local Intercultural Events Calendar on the Community Diary website.	Cork City Council
Ethnographic and cultural displays in the Cork Public Museum.	Cork Public Museum

4.4.3 – Integration

> ***"You have to be here five years, before you can apply for residency. Then there is a huge waiting time. You will be here seven years, before you can think about integration".***
>
> FOCUS GROUP PARTICIPANT

Barriers to Integration - In addition to the factors outlined above and those outside the remit of this strategy, other barriers to integration mentioned by focus groups participants include the lack of opportunities for people to meet (it was indicated that some Irish social activities are alcohol focused, thus discouraging participation of some migrant groups). Forms of indirect segregation were also mentioned by some participants.

> ***"I was involved in a soccer team - after matches the manager spoke to Irish players as a group and the immigrant players as a group; instead of all of us, as a team. No one phoned to ask why I left the team".***
>
> FOCUS GROUP PARTICIPANT

General Irish public respondents were asked about their frequency of social contact with people of ethnic minority backgrounds. Sixty per cent responded either '*frequently or sometimes*' having contact, while forty percent answered '*rarely or never*' having contact.

> ***"I feel integrated sometimes, especially at work, but on the street I feel like a stranger".***
>
> FOCUS GROUP PARTICIPANT

Opinions were sought on the state of relations between Irish-born people and members of ethnic minority groups. Eighty-six percent of the general Irish public and eighty percent of ethnic minorities surveyed indicated that such relations were an issue that needed to be addressed.

When the general Irish public were asked who had responsibility for integration, surprisingly, respondents most frequently indicated the wider Irish community, followed closely by the state, and only then minority ethnic communities.

The final chart relates to how integrated ethnic minority participants feel. Taking the fluidity of the term 'integration' into account, the results are quite positive. Almost half of the questionnaire respondents reported feeling partially integrated into life in Cork city. Almost 30% of respondents felt fully integrated.

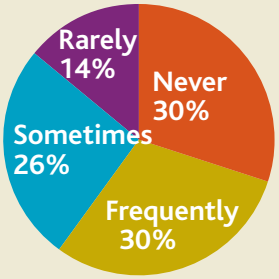
Some focus group participants had taken part in recent Intercultural Dialogue courses and felt they provided a simple opportunity to build relationships with people of different nationalities and ethnicities, explore meanings of culture and cultural differences and share experiences.

In the final section of all surveys participants were asked for general comments and suggestions on improving the conditions for integration in Cork city.

The need for increased provision of English language classes, intercultural activities and the overall inclusion of ethnic minorities in a variety of social, cultural and sporting activities were cited. Enhanced information provision for ethnic minorities and to increase awareness of diversity among the general Irish public was cited on several occasions in focus group, service mapping and questionnaire research, as vital to successful integration.

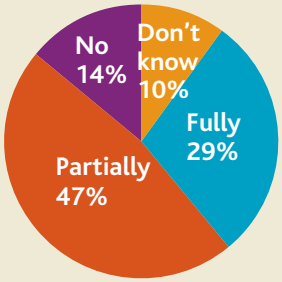
The results in the chart on facing page relate to the levels of awareness among the general Irish public, on the rights and entitlements of different migrant groups in the city. The results indicate quite low levels of awareness of rights and entitlements, across the three groups. Many were unsure of meanings of the terms *refugee* or *asylum seeker*.

Do you have social contact with people from ethnic minority backgrounds?

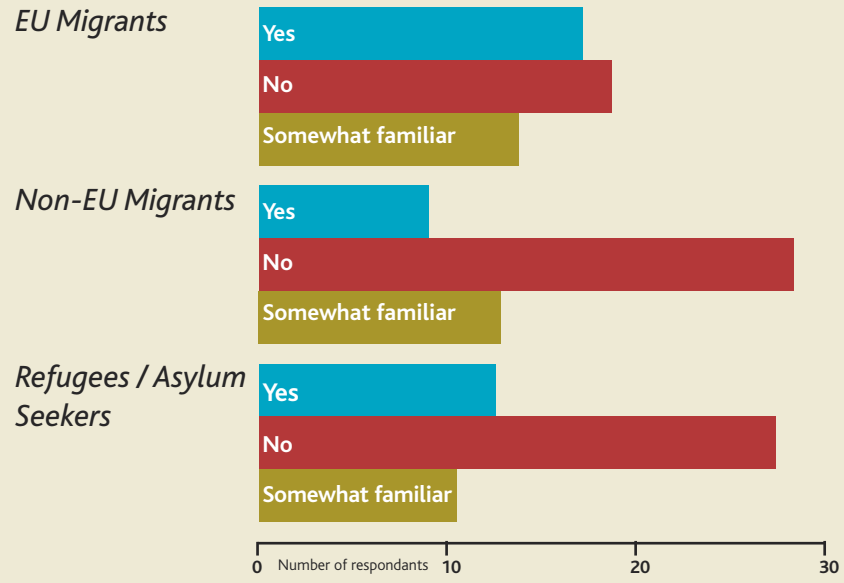


Which of the following has responsibility for integration?

Do you consider yourself 'integrated' into every aspect of life in Cork City?



Are you aware of the rights and entitlements of:



CCIS ACTION	LEAD AGENCY /GROUP
Translated information leaflets on voting rights and procedures in local elections distributed and made available on the Cork City Council website.	Cork City Council
Facilities made available to groups wishing to vote in national elections in their home countries, subject to availability.	Cork City Council
Research into the needs and profile of the Roma Community.	Cork City Partnership
Organisation of an Inter-faith Event	Cois Tine
Implementation of Theme 1 Traveller Inter-Agency Strategy.	TIAS Working Group
Representation from the immigrant community on the Local Voluntary Youth Council.	City of Cork VEC
Promote cooperation between groups working with immigrants.	The Cork Networking Committee

4.5 IMPLEMENTATION AND MONITORING OF CORK CITY INTEGRATION STRATEGY

The Advisory Group established for the preparation and development of the Cork City Integration Strategy (CCIS) 2008-2011 will form the CCIS Implementation Group and monitor progress of the strategy, by requesting updates and progress reports on a bi-annual basis from lead agencies, on actions for which they are responsible.

The necessary progress indicators and targets on how actions will be measured will be drawn up at the first meeting of the CCIS Implementation Group, and an implementation strategy will be developed. The group will ensure these reports are submitted to the Cork City Development Board over the life-time of the strategy.

It is anticipated that as the strategy is being implemented, additional initiatives or actions which take cognizance of the changing social fabric of the city, will be welcomed and included in the strategy (see Declaration of Commitment - Appendix I).

APPENDIX A

Round Table Discussion (RTDs) Attendees

RTD 1 – focused on ethnic and cultural diversity in the service provision areas of education, health, social services, childcare, accommodation and in the administration of justice.

Attendees included representatives from – The Department of Education and Science, The National Educational Welfare Board, Home-School-Community Liaison, FAS, North Presentation Primary School, YMCA, Visiting Teacher for Travellers, City of Cork VEC, Altrusa, Farranree Community Development Project, Cork College of Commerce, Cork Institute of Technology, An Garda Siochana, Cork Migrant Workers Centre, Health Service Executive, Welcome English Language Centre, St. Vincent de Paul Society, Barnardos, Probation and Welfare Services, ISPCC, Cork City Council, Cork Social and Health Education Project, Cork European Information Centre, North Lee Social Work Department, Cork City Partnership, Cork Passport Office, Cork Mental Health Foundation, NAPD Secondary Principles Network, Nasc Immigrant Support Centre, Togher Family Resource Centre and the Traveller Visibility Group.

RTD 2 – was concerned with economic inclusion and equality of opportunity (employment, the workplace, and poverty) and also effective protection and redress against racism, (combating discrimination, assaults, threatening behaviour and incitement to hatred).

Attendees included representatives from - Cork Chamber of Commerce, Cork City Council, Nasc Immigrant Support Centre, Premier Recruitment, Irish Congress of Trade Unions, Refugee Legal Services, ISPCC, Cork Traveller Womens Network, Cork Business Association, SIPTU, YMCA, St. Vincent de Paul Society, Cork City Enterprise Board, Money Advice & Budgeting Services (MABS), the Department of Social and Family Affairs, the Somali Human Rights Advocacy Group, FAS, the Local Employment Service, Meeting Point-Balkan Group, Bank of Ireland, Ballinlough Credit Union, Allied Irish Bank, Cork City Partnership, Garda Siochana, Rapid, IDA, the Port of Cork, Cork Migrant Workers Centre, Mandate, Ballyphehane Credit Union, Lough Credit Union, Alex Harp Recruitment, Integrating Ireland, New Communities Partnership and the Cork Simon Community.

RTD 3 – Focused on recognition of cultural diversity and awareness-raising through the media, the arts, sport, and tourism, and also participation in Irish society at political, policy and community levels.

Attendees included representatives from - Cork Jazz Festival, Cork Public Museum, Failte Ireland, Cork Midsummer Festival, Cork City FC, Redmonds GAA, Cois Tine RTE, New Communities Partnership, YMCA Cork Printmakers, Cork International Choral Festival, CADA Performing Arts, Cork Academy of Music, Cork City Council, Irish Association of Youth Orchestras, Donna's Dance Studio, Wolfe Stage School, the Cork Independent Newspaper, RAPID, Leevale Athletic Club, Macau Sporting Club, Olympic Karate Club, Olympic Taekwondo Academy, Garryduff Sports Centre, Christian Orthodox Community, Methodist Church, Diocese of Cork and Ross, Integrating Ireland, Welcome English Language Centre, An Garda Siochana, Cork City Partnership, Community Development Projects, Family Resource Centres, Senators, TDs, Councillors and the Lord Mayor of Cork.

Appendix B
Glossary of Terms

These definitions are intended as a brief description for users as opposed to comprehensive explanations.

Refugee: defined by the 1951 Geneva Convention as, "a person who is forced to leave his/her country due to a well-founded fear of persecution, and who is unable to return to his/her country for reasons related to their race, religion, nationality, membership of a particular social group or political opinion. Once a person is recognised as a refugee they have virtually the same rights as an Irish citizen". [16]

Asylum seeker: "is a person seeking to be recognised as a refugee under 1951 Geneva Convention. Asylum seekers have legal entitlements to stay in the State while their application is processed".[16]

Leave to Remain / Stamp 4: "The main grounds upon which further permission to remain can be obtained are: for the purposes of employment, to study, to operate a business or as a dependant family member of an Irish or EEA citizen residing in the State". [16] If an application for 'leave to remain' is successful, the Garda National Immigration Bureau (GNIB) issues a Registration Card with the person's picture and stamp number four.

Migrant Worker: "a person who is to be engaged, is engaged, or has been engaged in a remunerated activity in a State of which he or she is not a national". [17]

Separated / unaccompanied minors: "Children under eighteen years of age who are outside their country of origin and separated from both parents and from their previous legal or customary primary care givers".[18]

Appendix C
List of Abbreviations

ARD	Anti Racism and Diversity Plan
CCIS	Cork City Integration Strategy
CCP	Cork City Partnership
CCC	Cork City Council
CCDB	Cork City Development Board
CIS	Citizens Information Service
CIP	Cork Intercultural Project
CMWC	Cork Migrant Workers Centre
CNC	Cork Networking Committee
CMWG	Cork Muslim Women's Group
EEAI	Eastern European Association of Ireland
EEA	European Economic Area
EU	European Union
FÁS	Foras Áiseanna Saothair
FG	Focus Group
GNIB	Garda National Immigration Bureau
HSE	Health Service Executive
IELTS	International English Language Testing
LES	Local Employment Service
NCCRI	National Consultative Committee on Racism and Interculturalism
NDP	National Development Plan
NPAR	National Action Plan Against Racism
NAPS	National Anti-Poverty Strategy
TIAS	Traveller Inter-Agency Strategy
TVG	Traveller Visibility Group
VEC	Vocational Education Committee

Appendix D

Legislative and Policy Context

The Legal, Policy and Institutional Context at National Level – Irish legislation relating to racism has developed within the framework of EU and international conventions and policies. The three main legal provisions for dealing with racism in Irish law are outlined below.

Incitement to Hatred Act 1989 is the only piece of Irish legislation solely devoted to the prohibition of hate crimes. The Act was placed under review in 2000 as no convictions were made under it. Calls have been made to reinvigorate the Act in order to tackle racism. However, the Department of Justice, Equality and Law Reform in its First Report to the Committee on the Elimination of All Forms of Racial Discrimination (CERD) stated that 'The growing body of case law under the Act suggests application of legislation is adapting to the growing problem'.

Employment Equality Acts of 1998 and 2004 deal with discrimination in employment, related to any of nine grounds: gender, marital status, family status, age, race (including skin colour, ethnicity, nationality), religion, disability, sexual orientation, or membership of the Traveller community. Employment issues dealt with by the Acts include: dismissal, equal pay, working conditions, harassment, promotion and access to employment.

Equal Status Acts 2000 and 2004 deal with discrimination in the provision of goods and services, related to any of nine grounds mentioned earlier. The Acts apply to people who: buy and sell goods, use or provide services, obtain or dispose of accommodation, attend at or are in charge of educational establishments.

Employment Permits Bill – The Minister for Enterprise, Trade and Employment recently published a second Employment Permits Bill which will govern the issue of all employment permits for nationals from outside the EEA and will put aspects of the administrative arrangements for employment permits on a legislative basis.

Immigration, Residency and Protection Bill 2008 proposes a number of changes to Ireland's immigration and protection systems.

INSTITUTIONAL DEVELOPMENTS:

The Department of Justice, Equality and Law Reform – Equal Status Division is responsible for promoting the development of a more equal society by developing the policy and legal framework to advance equal opportunities, particularly in the area of access to goods, facilities and services.

The Equality Authority – is an independent, specialist equality body to combat discrimination and to promote equality under the equality legislation. It was established in 1998 under the Employment Equality Act.

The Equality Tribunal – was also established under the Employment Equality Act, to adjudicate or mediate cases under the equality legislation. It is an independent, quasi-judicial body. It decides on complaints of alleged discrimination under both pieces of equality legislation. Its decisions and mediated settlements are legally binding.

The National Consultative Committee on Racism and Interculturalism (NCCRI) is an independent expert body, founded in 1998. Its role is to inform policy development and seek to build consensus through dialogue in relation to the issues of racism and interculturalism.

The Irish Human Rights Commission (IHRC) was established in 2000 as a result of the Good Friday Agreement, to ensure that the human rights of all people in the state are fully realised and protected, in law, in policy and in practice.

The Irish Naturalisation and Immigration Service (INIS) was established in 2005 'to provide a one-stop-shop approach to migrants'. It incorporates the Dept. of Justice, Equality and Law Reform structures that previously dealt with asylum, immigration and citizenship and the Visa Section of the Department of Foreign Affairs. There is a new Immigrant Unit established within the service.

Office of the Refugee Applications Commissioner (ORAC) is the first-instance decision making body in the Irish asylum system. It was established under the Refugee Act, 1996. Under the Act, the Commissioner is required to investigate each asylum application and applications by refugees to allow family members to enter and reside in the State.

Reception and Integration Agency (RIA) is responsible for coordinating the provision of services to asylum seekers and refugees, coordinating the implementation of integration policy for all refugees and persons granted leave to remain and responding to crisis situations.

Office of the Minister for Integration
Last year, a new Office for Integration was established under the auspices of Conor Lenihan TD, Minister for State, with spcial responsibility for Integration. The office incorporates the main functions of the Reception and Integration Agency and is also the lead government agency for the implementation of the National Action Plan against Racism. The Office also has responsibility for development and implementation of the Government's integration strategy.

Social Inclusion – The National Anti Poverty Strategy includes a specific commitment to tackling racism, racial discrimination and related intolerance. It identifies Travellers, migrants and minority ethnic groups as being vulnerable to poverty and social exclusion.

6.2 – The Legal, Policy and Institutional Context at International Level

The International Labour Organisation (ILO) Convention 111: Discrimination in Respect of Employment and Occupation (1958) was ratified by Ireland in 1999. This convention deals mainly with discrimination in employment and vocational training. Ireland is obliged to indicate in its annual report the actions taken to comply with the policy and the outcomes of these actions.

International Convention on the Elimination of all Forms of Racial Discrimination (CERD) 1969, is widely recognised as the principal international instrument in relation to racism, racial discrimination, xenophobia and related intolerance. Ireland ratified it when the Equal Status Act 2000 became law. Ireland is obliged to submit a comprehensive report every two years to the CERD Committee.

The *Declaration and Programme of Action* arising from the **World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance** 2001 (WCAR) is international recognition of the multidimensional nature of racism and the need for a united and committed response at global, regional and national levels.

The Office of the High Commissioner for Human Rights (UNHCHR) has responsibility for implementing the outcomes of the WCAR.

EU framework to combat discrimination
Common minimum standards for legal protection against discrimination have come into force in all 27 EU Member States. The Race Directive prohibits discrimination in access to and supply of goods and services. The Race Directive, adopted at EU level in 2000, lays down the framework for combating discrimination on the grounds of racial or ethnic origin, with a view to putting into effect in the Member States the principle of equal treatment. In Ireland, the Equality Act 2004 put into effect, the provisions of this and other EU directives.

EU policy on integration
The European Commission's Communication (2003) 336 *final* focuses on developing a holistic approach to the integration of 'third country nationals'. A broad set of 'integration principles' have been agreed between Member States, which will form a basis for building integration policy in Member States over the coming years.

In November 2005, the European Council adopted a programme for 2005-2009 on strengthening the EU as an area of freedom, security and justice. One of the ten priorities of the Hague Programme focuses on 'integration and maximising the positive impact of migration'.

EU policy is reinforced through the establishment of the European Refugee Fund (ERF). The ERF is to support and encourage efforts made by EU Member States in receiving refugees and displaced persons.

A framework and funding programme for pilot projects concerning the integration of third country nationals (INTI), was also adopted by the European Commission in June 2003. The aim of the INTI programme is to promote dialogue within civil society, develop integration models, evaluate best practices in the integration field and set up networks at European level.

The European Monitoring Centre on Racism and Xenophobia (EUMC) provides an analysis of racism across EU Member States, particularly through its RAXEN network (eumc.eu.int). The European Commission on Racism and Intolerance (ECRI) – provides periodic country-by-country reports.

(Ref No: 8)

Appendix E

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Appendix F

Acknowledgements

The Advisory Group would like to thank the following organisations and individuals for their support in the development of '*Connecting Communities*' Cork City Integration Strategy (CCIS) 2008-2011: focus group participants who gave their time to the consultation process, organisations that contributed to the service mapping audits, questionnaire participants and attendees at round table discussions, members of the Cork City Development Board and other groups and organisations, for their commitment to actions within the strategy, and to Pobal and the Office of the Minister for Integration for providing the funding to develop the strategy. Special thanks to Dave Daly (student at the Irish Centre for Migration Studies, UCC) – for his contribution to the research process, and Philip Watt, Director of the National Consultative Committee on Racism and Interculturalism – for his advice and support throughout the process.

Appendix G

Cork City Integration Strategy Advisory Group

Cork City Council – Community and Enterprise – Elmarie McCarthy
Cork City Partnership – Mary Sheehy, Jacqui Sweeney, Denise Gormley
Welcome English Language Centre – Margaret Tobin
Cois Tine – Gerry Forde
Cork Muslim Women's Group – Carol Ann Duggan
Eastern European Association of Ireland – Michael Boutenko
Nasc – Immigrant Support Centre – Gertrude Cotter
Cork Migrant Workers Centre – Jo McCarthy
Traveller Visibility Group – Kevin McCaughey
Wei Li, Martin Ogbebor, Svetlana Sava, and Members of the Cork Networking Committee.

Appendix H

Cork Intercultural Project Steering Group

Cork City Council – Community and Enterprise – Elmarie McCarthy
Cork City Partnership – Mary Sheehy, Jacqui Sweeney, Denise Gormley (Project Coordinator)
Welcome English Language Centre – Margaret Tobin
Eastern European Association – Michael Boutenko
Cois Tine – Gerry Forde

Appendix I Cork City Integration Strategy (CCIS) 2008-2011 Action Plan

GOAL To ensure effective protection and legal redress for people experiencing racism

Objective To facilitate the reporting of racist incidents
Action **Development of a structure to facilitate third-party reporting of racist incidents**
Lead agency An Garda Siochana
Time frame April 2008

Objective To facilitate the reporting of racist incidents and raise awareness of legal rights and entitlements
Action **Research into the development of a website with information on how and where to report racist incidents and other relevant information**
Lead agency An Garda Siochana
Time frame January 2009

Objective To raise awareness of legal rights and entitlements
Action **Promotion of website and anti-racism campaign via billboard advertising**
Lead agency An Garda Siochana
Time frame February 2011

GOAL To ensure consideration for ethnic diversity in service provision

Objective To foster an environment of intercultural learning
Action **Expansion of the 'Education for New Communities' Forum to incorporate all levels of education**
Lead agency City of Cork VEC
Time frame Immediate

Objective To facilitate acquisition of English language proficiency
Action **Flexible delivery of English language classes at all levels**
Lead agency City of Cork VEC
Time frame September 2008 (start)

Objective To encourage integration in mainstream education
Action **Pilot school-based initiative to assist ethnic minority children benefit more from the education system**
Lead agency City of Cork VEC
Assist Cork City Partnership
Time frame June 2009 (completion)

Objective To support inclusion and participation of Traveller children in Pre-school, Primary and Post-Primary School
Action **Full implementation of Theme 2, Traveller Inter-Agency Strategy**
Lead agency TIAS Working Group
Time frame Ongoing

Objective To ensure health services to ethnic minorities are culturally appropriate
Action **Implementation of the HSE Intercultural Strategy**
Lead agency Health Service Executive, Southern Area
Time frame April 2008

Objective To ensure ethnic minorities highlight emerging health issues
Action **Redevelopment of the Cork City Ethnic Minority Health Forum**
Lead agency Health Service Executive, SA
Assist CNC
Time frame April 2008

Objective To facilitate referral and self referral to appropriate services for victims of domestic and sexual violence
Action **Development of a website, information leaflets and poster campaign and in a range of languages, on issues of domestic and sexual violence**
Lead agency Sexual Violence Centre
Time frame December 2008

Objective To improve health and accommodation for the Traveller Community
Action **Full implementation of Theme 3, Traveller Inter-Agency Strategy**
Lead agency TIAS Working Group
Time frame September 2008

Objective To ensure childcare services to ethnic minorities are culturally appropriate
Action **Publication of translated information leaflets and relevant website updates on the availability of childcare facilities**
Lead agency Cork City Childcare Company
Time frame September 2008

Objective To ensure accommodation services to ethnic minorities are culturally appropriate
Action **Awareness-raising of rights among ethnic minority tenants**
Lead agency Threshold
Time frame Immediate

Objective To ensure accommodation services to ethnic minorities are culturally appropriate
Action **Advocating with landlords, to secure the rights of ethnic minority tenants**
Lead agency Threshold
Time frame Immediate

Objective To ensure effective information provision to the target group
Action **Organising of an annual newcomers information session**
Lead agency Cork City North Citizens Information Service
Assist Cork City Partnership
Time frame April 2009

Objective To ensure effective information provision to the target group
Action **Research into the compilation and maintenance of a database of interpreters and translators**
Lead agency Cork City Library
Assist CNC
Time frame December 2008

Objective To ensure effective information provision to the target group
Action **Support the dissemination of information to and from the immigrant community**
Lead agency Cork Networking Committee
Time frame Ongoing

GOAL To ensure inclusion of the target group in the economic life of the city

Objective To address issues of workplace exploitation
Action **A working group to address equality and diversity in the workplace**
Lead agency Nasc Immigrant Support Centre
Time frame Ongoing

Objective To address difficulties in accessing employment
Action **An employment support programme for the target group**
Lead agency Cork City Partnership
Time frame March 2009 (completion)

Objective To increase access to employment-related information to the target group
Action **A website with information on employment rights and entitlements**
Lead agency Nasc Immigrant Support Centre
Time frame April 2008

Objective To encourage the mainstreaming of intercultural practices
Action **Roll out of intercultural codes of practice to the business community**
Lead agency Cork City Partnership
Assist Cork Chamber of Commerce
Time frame December 2008

Objective To encourage all workplaces to support the anti-racist message
Action **'Anti-Racist Workplace' initiatives rolled out on an annual basis**
Lead agency Cork City Partnership
Time frame November 2008 (start)

Objective To improve access to training and employment programmes for the Traveller Community
Action **Full implementation of Traveller Inter-Agency Strategy-Theme 4**
Lead agency TIAS Working Group
Time frame Ongoing

GOAL To raise awareness of diversity in the media, the arts, sport and tourism

Objective To develop the potential of the target group to use the media to raise awareness of diversity
Action **Media skills training for members of the target group through the Cork Communities training programme**
Lead agency Cork City Partnership
Time frame October 2009

Objective To develop the potential of the media to raise awareness of diversity
Action **Weekly rotating column in the Cork Independent for submissions from ethnic minority groups**
Lead agency Cork Independent Newspaper
Assist Nasc & Cork Networking Committee
Time frame May 2008

Objective To develop the potential of sport to raise awareness of diversity
Action **Sports Information Day**
Lead agency Cork City Council
Time frame December 2008

Objective To develop the potential of sport to raise awareness of diversity
Action **Development of Soccer World Cup Tournament & Cork City Marathon participation, by developing links with 'Show Racism the Red Card' Initiative**
Lead agency Cork Networking Committee
Assist Show Racism the Red Card Initiative
Time frame September 2008

Objective To develop the potential of sport to raise awareness of diversity
Action **Cork City Local Sports Partnership plan to include 'integration' actions**
Lead agency Cork City Council
Time frame December 2008

Objective To develop the potential of Arts to raise awareness of diversity
Action **Development of workshops to further facilitate target group participation in St. Patrick's Day activities**
Lead agency Cork City Council
Time frame September 2008

Objective To raise awareness of cultural diversity and cultural heritage and to develop children's cultural literacy
Action **Provision of Eurochild poetry workshops in primary schools and publication of the Eurochild Anthology of Poetry and Art**
Lead agency Tigh Fili Cultural Centre
Time frame October 2008

Objective To promote a positive image of diversity
Action **Establishment of the 'Biscuit People' Intercultural Children's Festival**
Lead agency Tigh Fili Cultural Centre
Time frame June 2010

Objective To develop the potential of Arts to raise awareness of diversity.
Action **Facilitation of network meetings between arts organisations and members of the target group**
Lead agency Cork City Council
Time frame May 2008

Objective To develop the potential of Arts to raise awareness of diversity
Action **www.corkarts.ie e-bulletin newsletter rolled out to ethnic minority groups**
Lead agency Cork City Council
Time frame June 2008

Objective To provide a platform for visual artists of ethnic minority groups to develop professionally
Action **Hosting of four exhibitions of work of international artists**
Lead agency Tigh Fili Cultural Centre
Time frame Immediate

Objective To develop the potential of tourism to raise awareness of diversity
Action **Local intercultural events calendar on the Community Diary website**
Lead agency Cork City Council
Time frame May 2008

Objective To develop the potential of tourism to raise awareness of diversity
Action **Ethnographic & cultural displays in the Cork Public Museum**
Lead agency Cork Public Museum
Assist Cork City Partnership
Time frame January 2010

GOAL To promote effective participation in political, community and local development processes

Objective To promote political participation by increasing access to information on voting
Action **Translated information leaflets on voting rights and procedures in local elections distributed and available on the Cork City Council website**
Lead agency Cork City Council
Time frame December 2008 (start)

Objective To promote political participation by increasing access to voting procedures
Action **Facilities made available to groups wishing to vote in national elections in their home countries, subject to availability**
Lead agency Cork City Council
Time frame As required

Objective To promote participation at the community level
Action **Research into the needs and profile of the Roma Community**
Lead agency Cork City Partnership
Assist UCC/TVG /CTWN & Reps. from Roma community
Time frame November 2010

Objective To encourage links between immigrants & faith communities
Action **Organising of an Inter-faith Event**
Lead agency Cois Tine
Time frame November 2009

Objective To enhance participation of Traveller youth in mainstream youth services
Action **Full implementation of Theme 1 of the Traveller Inter-Agency Strategy**
Lead agency TIAS Working Group
Time frame Ongoing

Objective To enhance participation of immigrant youth in mainstream youth services
Action **Representation from the immigrant community on the Local Voluntary Youth Council**
Lead agency City of Cork VEC
Assist CNC
Time frame December 2008

Objective To promote participation at the community level
Action **Promote co-operation between groups working with imigrants**
Lead agency Cork Networking Committee
Time frame Immediate

The CCIS Implementation Group will monitor progress of the strategy, by requesting updates and progress reports, on a bi-annual basis, from lead agencies. These will be submitted to Cork City Development Board over the lifetime of the strategy.

Appendix J

Declaration of Commitment to the Cork City Integration Strategy

I/We understand racism as being a form of oppression experienced by ethnic minority communities, including Irish Travellers and acknowledge that it involves individual actions and institutional practices that discriminate against these groups.

I/We aim to support, embrace and celebrate diversity in all aspects of life, at all levels of the community.

I/ We acknowledge the efforts of the Cork City Integration Strategy to promote interculturalism and create conditions for integration to be realised.

☐ **I/We, the undersigned, wish to publicly express commitment to these principles and the actions outlined in Cork City Integration Strategy**

OR

☐ **I/We, the undersigned, wish to submit an action based on the above principles for inclusion in the Cork City Integration Strategy (CCIS)**

Name: _____

Address: _____

_____

_____

Contact email or Tel. No. _____

Signature: _____

A full copy of the CCIS is available for download at: **www.corkcity.ie**

For copies of this document in hard copy format or to submit a 'Declaration of Commitment' contact:
Cork City Partnership, Sunbeam Industrial Estate, Millfield, Old Mallow Rd, Cork
Tel: 021-4302310 E-mail: info@partnershipcork.ie

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