Integration in Dublin
Informing Strategies at Time Of Recession
- Scoping Exercise Final Report Sept 2009

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Views expressed are ... and may not necessarily those of NCP—DEP.

Table of Contents

Abstracts/Prefaces from DEP—NCP

This scoping exercise for the New Communities Partnership and the Dublin Employment Pact was carried out to assess research priorities for 2009 and 2011.

Section One: Introduction

Research is critical to understanding the effects of migration, the experiences of new communities and the impact on all, of the changing environment. Research provides important insights that can support strategic intervention to promote integration in Dublin. Knowing this, two active organisations in Dublin came together to explore the research priorities for Dublin for 2009 and 2010. The Dublin Employment Pact (DEP) is a non-profit company funded by the Irish Government under the National Development Plan that works to tackle employment and development issues in the Dublin region. The New Communities Partnership (NCP) is a national network of over 70 ethnic minority-led organisations. The mission of NCP is to be an effective network, representing and empowering minority ethnic-led groups, at all levels, in order to influence positive change in policies that impact on their lives.

> **"There is a need for greater cohesion between the communities and the authorities, ultimately leading to better integration of the new communities into Irish life"**
>
> *A New Communities' Participant at one of the Focus group workshops*

The New Communities Partnership and the Dublin Employment Pact, designed a research project to involve those with day-to-day experience of migration in the city. The project involved focus groups with migrant workers, employers and service providers in Dublin city. Participants described their experiences and made recommendations as to research priorities to support a better understanding of what is needed to build effective integration strategies in the City.

1.1 Methodology

This scoping exercise aimed to identify key areas of research that would begin to redress the information gaps and involved:

I. A literature review focusing on recent research reports and policy statements, including
a) Research Reports:
- Dublin City Partnership reports;
- Dublin City Council Office of International Relations and Research report;
- The Centre for Housing Research report addressing areas in Dublin; The Fingal Development Board survey of Minority Ethnic Communities; and
- The Migrant Rights Centre Ireland reports addressing covering Dublin.
b) Policy Statements:
- The Dublin City Integration Report; and

- Migration Nation.

II. A series of Focus Groups were held. One with new communities to identify the issues they experience as barriers to integration. A focus group with employers and employer support agencies addressed barriers to economic integration and strategies to bridge the gaps identified. The third focus group was held with key service providers to address emerging issues/trends relating to access to public services for and by new communities.

III. A series of One-to-One Interviews were also held which sought to involve those who could not attend any of the focus groups.

Section Two: Key Issues Identified

Three focus groups were held to facilitate a discussion among those who have experience of immigration in Dublin on a day-to-day basis. Focus groups were held with employers, migrant workers and service providers in the City.

2.1   Focus Group One: Employers

Five employers, all of whom have direct experience employing people from new communities, attended the focus group held on the 4th December 2008. Participants were asked to discuss their experiences and identify what their research priorities.

A number of participants noted that their employees talked about "opportunity" as a reason for coming to live and work in Ireland. For them there were no opportunities in their own country and growth and achievement were ambitions that they wanted to fulfil.   The employers in the focus group felt that this brings a richness of skill, culture and ability to the city and the workplace. People also choose where to seek opportunity as they have friends and relatives who are already here, so the pull factors can be a combination of economic and personal.

Other employees come because of risk to themselves. They come either as refugees or asylum seekers. The employers are of the view that these groups are in danger of becoming more marginalised and segregated than those who have the right to work.

Employers were asked why do they employ immigrants. All of the employers present said that they employ workers on the basis of their ability to do the job. This is always the overriding factor in recruitment.   Employers also noted that the employment of migrant workers can bring many benefits.   They bring valuable assets to corporate intelligence, by expanding and broadening

corporate knowledge of potential and changing markets and enhancing customer services through, for example, reflecting society's diversity and improving language provision at customer service points.

Employers identified literacy and levels of spoken English as the most significant barrier to employment for migrants. This relates to a number of points;

- While people may have very good standards of formal English, they have very little opportunity to practice the spoken word and then may not appear sufficiently proficient;
- People don't have access to classes in English;
- People who don't have a high proficiency in English are often confined to certain sectors of the labour market where they do not get the opportunity to interact in English and therefore have very little opportunity to improve their English.
- Another issue was the challenge of learning the colloquialisms, understanding accents.

The second most significant barrier identified was the lack of clear and accurate information for people coming to this country and seeking employment. For example employers identified problems in the area of CV presentation, recognition of qualifications, access to referees etc. Allied to this, is the lack of information about cultural norms, and the informal mechanisms that operate around job seeking.

Groups vary in their experiences and as a result encounter different barriers. So for people who come without the right to work, a whole array of barriers can exist, which can be difficult to overcome even when the right to work is secured.

The visa system was also acknowledged as operating as a barrier. This relates both to the complicated nature of the visa system and the lack of mobility around the visa system.

There is a stigma associated with certain characteristics such as colour and nationality and this can lead to discrimination in the labour market.

The exploitation of workers was identified as a significant issue, especially in the lower skilled labour market. The employers also noted that in more highly skilled areas of employment there was less diversity, so the issue of horizontal segregation was coming to light.

A more competitive labour market was identified as a possible barrier for migrants workers, as Irish people look for jobs they were not previously looking for.

In summary employers noted that access to supports for migrants in relation to CVs and employment issues are needed. There are significant problems with the lack of recognition of qualifications and the view is that a FAS ratification process needs to be delivered sooner rather than later.

The group recommended that employers be supported to develop awareness of opportunities driven by diversity, best practice in accommodating diversity and be given support to encourage a healthy working environment.

2.2   Focus Group Two: Service Providers Group

Three service providers, giving support to immigrants and employers in the Dublin area, attended the focus group held on the 4th December 2008. The aim of this focus group was to explore their views with regard to future research priorities.

> **"Biggest problems are lack of representation in the political arena. We don't have MPs, wealthy businessmen and local councillors, but there is a drive and a change that is coming from the new communities, we will no longer be invisible, so that we need better dialogue in order to solve the problems together"**
>
> A participant at the New Communities Focus Group workshop

Local service provides feel that they are not being supported at government level in relation to support migrants and promoting integration.

Participants were of the view that migrants had come during the Celtic Tiger years because "opportunity" existed here. They came for economic reasons. In addition, the perception of Ireland as a safe place to live with a good standard of living is a strong pull factor.

The right to work was identified as the main barrier to integration. Some people came here without the right to work and were waiting to get the right to work, perhaps for up to 7 years. In the mean time they lost touch with the labour market. This put them at a disadvantage in relation to interview processes and putting together CVs. In addition, once they do have that right, they find they cannot get the work they are skilled to do. Many migrant workers end up remaining in the lower-skilled jobs

on minimum wages when they are in fact very highly skilled. Participants identified the lack of recognition of qualifications as a significant barrier to integration.

A lack of understanding, on the part of the employers, of the work permit system was seen as a major barrier.

Discrimination was identified as a barrier. Experiences of migrants with unusual names who found they were not getting to the interview stage were identified. This was found particularly in relation to medium to higher skilled jobs.

The perception that some employers favoured non-Irish nationals for certain jobs also created problems of tension between workers. Participants highlighted that prejudice regarding certain groups of migrants was evident.

Being in the poverty trap was also identified as a barrier to work, where losing rent allowance on the basis of going to work would make it inefficient for people to start work, especially where they have children.

Lack of local knowledge and networks were identified as barriers to gaining employment as was lack of information and knowledge of the irish welfare system.

Participants recommended research into the difficulties faced by groups from certain accession states and outside the EU, in particular in relation to access to employment and promotion.

The issue of inclusion, particularly at a time of increasing unemployment was raised as on that requires monitoring.

Research into the efficacy of policy-making, comparing initiatives involving migrant communities in the decision-making process with those that do not was also suggested.

2.3   Focus Group Three: New Communities Group

Ten people attended the focus group held on the 4th December 2008. The aim of the focus group was to explore priorities for future research.

Language was identified as a major barrier for immigrants, difficulties in understanding the labour market and accessing it as well as accessing information in general were the main issues.

A lack of knowledge about indigenous cultural norms in Ireland was identified as a significant barrier. A lack of Irish language competency was seen as a barrier in certain fields within the labour market, such as education and the police force.

The visa and work permit systems were identified as significant barriers to employment. A lack of knowledge on the part of the employer in relation to how the work permit system actually works was a major barrier. In addition, the lack of recognition or equivalency systems for the recognition of qualifications was identified as a barrier to employment.

> **"For Romanians, work permits are still a huge barrier for employment. Although now EU citizens, they still do not have the right to work in Ireland as other EU. Work permits are still very difficult to get and under the current economic situation, almost impossible".**
>
> A Participant in one of the New communities
> Focus group workshops

In relation to self-employment, an option that is taken up by many migrants as they cannot access employment, there is a lack of enterprise support to help migrants to expand or set up a business.

When integration strategies are being promoted in the absence of representation by migrants, then the 'integration' processes themselves are seen as barriers.

Racism was identified as a major barrier to employment, where Africans and black people have the most difficulty gaining employment. Race is seen as a tricky subject that people don't like to talk about, and participants highlighted that in their view racism is a time bomb waiting to go off. The view was that there is a lot of hidden racism.

When asked how do/can immigrants adapt to a new culture interaction was seen as crucial to integration and the workplace was identified key to interaction.

Correct representation by immigrants where integration is being promoted was identified as promoting proper integration. Furthermore both sides must want integration for it to happen properly.

Participants recommended studies to assess the outcomes and benefits of integration programmes.

A further area for exploration identified was to ascertain how many under-employed immigrants there are and how many immigrants are being made redundant during the recession.

Another area for possible research was the motivation and success of ethnic led businesses and case studies of people from ethnic minorities setting up business.

Growing difficulties, arising out of the changing economic environment were highlighted. Participants at the focus group all acknowledged that it has been a difficult year for immigrants due to the recession. There is a view that immigrants are being made redundant before Irish people.

An important area that requires immediate action was the need for enterprise supports for people from new communities, as many of those in the focus group felt that setting up micro-enterprises was the most suitable option for them.

2.4   Focus Groups – Summary of Recommendations for further Research

In summary participants in the focus groups highlighted a number of key areas for further research:

- **Barriers** to employment, housing, social networks, political participation etc are experienced by different groups, in different ways. More work is needed to assess and monitor the experience of different communities, and the different experiences of women and men, in Dublin. In particular the impact of the visa system on people was highlighted as an areas requiring research.

- There is little known about **discrimination, racism and exploitation** of people from new communities in Dublin, that is, access, participation and outcomes, to employment and services. More work is needed to determine its prevalence, factors exacerbating it, its causes and measures required to prevent it in Dublin. Further exploration is required to determine whether it is more difficult for groups from certain accession states and outside EU to access

jobs compared to others. These issues of discrimination, exploitation and inequality will require more vigilant monitoring in light of increased competition in the labour market.

- Unemployment is growing and increasing demands on **labour market services.** Services need to develop equality proofing systems, and monitoring mechanisms to ensure equal access to, participation in and outcomes.
  In particular monitoring of resources for supports for migrants in relation to CVs, employment rights information, the need for speedier recognition of qualifications and the need for flexible English language classes are all essential to the equal participation of migrant workers.

- Regarding **enterprise supports** the question of identifying reasons for immigrants starting their own business through case studies was raised. Allied to this are the questions regarding the possible underemployment of immigrants.

- Progression was identified as an area that required further research, that is, we need to know more about the **experiences** of migrants over time in Dublin.

- The question in **participation and representation** was also raised as one that requires research, in particular where integration strategies are being promoted, and groups from new communities are not resourced to participate.

- The need to study and assess **integration programmes** to identify the learning and the factors that lead to success was suggested as well as the need to evaluate outcomes and benefits.

2.5   Feedback from the Interviews

Interviewees, who have experience providing financial and employment supports to immigrants, were asked a series of open ended questions in order to get their perspectives on the issues that need further exploration. Interviewees were asked:

1. Do migrants, people from new communities experience barriers?
2. Are there new challenges emerging?

3. What research do you think is necessary, what are the research priorities?

The following paragraphs contain a synopsis of their views.

2.5.1 Interview One

Access to finance was identified as a specific barrier, as was lack of recognition of qualifications and discrimination. With regard to the changing times, the interviewee was of the view that the recession is leading to more people setting up micro-businesses.

> **"The rise of unemployment is quickly affecting migrants; the recession raises the number of unemployed and the migrants then find themselves passing an interview of 350 people for 3 positions available were it used to be an interview of less people"**
>
> A New Communities' Participant at one of the Focus Group Workshops

A research priority could be how migrants can **access banking services and access information regarding taxation issues.**

2.5.2 Interview Two

Institutional and individual barriers were identified, the institutional ones being around equal opportunity in the labour market as well as equal access to services. Lack of communication into how services are accessed has created barriers. Examples of these services are social and family welfare, employment services, banking services, lack of information in different languages up until recently made it difficult for individuals to access their services. Lack of information as to how local authorities function has also created barriers, as immigrants do not know how to access the services local authorities provide. Individual barriers identified included understanding of culture, language and systems. A significant barrier for immigrants identified was lack of recognition of qualifications.

Regarding areas for further exploration the need for **supports for local Irish communities and community development projects** to be more inclusive of immigrants was highlighted.

Additional areas of further research included the need for **skills audits**, as there are many well qualified immigrants whose qualifications and skills are not being recognised. Research to identify **the demographic profile** of the diverse immigrant community would be beneficial to better integration strategies.

> **"Job incentive schemes may prove to be worthwhile ie giving the employer an incentive to employ less skilled workers. Upskilling or retraining the unemployed immigrant worker combined with employer support/ incentives would be advantageous to both employer and employee".**
>
> A Participant at one of the Employers' Focus Group Workshop

2.5.3 Interview Three

Language skills and the lack of recognition of qualifications were identified by the third interviewee as was institutional racism in the public and private sector. Barriers to education and regulations regarding funding for education as they apply to non-nationals were also identified. The view that the current economic climate is pushing wage levels further down and creating poverty traps was also expressed.

An area for further research that was suggested was finding out how people can access the correct job for their **qualifications,** and ways of moving people onto **more suitable jobs**.

2.6   Interviewees Summary

In summary interviewees recommended two key areas for further research

- Access to banking services, which is perhaps even more problematic in the current climate; and
- The need for skills audits, identifying underemployed people and generating information on more suitable jobs.

Section Three: Increasing Diversity in Dublin

National estimates indicate that 10-12% of the population are migrants. The figures from the last census (2006) reveal that Ireland is becoming more diverse, with 188 countries represented, with 82% coming from 10 countries. 45% of the 121,700 persons that immigrated into Ireland in the twelve-month period prior to the 2006 census, were Irish born.

3.1 Migration Trends Nationally

Migration has significant economic and social impacts. The 2006 census indicates that that 10-12% of the population are migrants. Table ones indicates the pattern of immigration in Ireland over 2007 and 2008, and illustrates that while immigration is slowing, it is still significant and the trends with regard to the country of origin of immigrants is not altering significantly.

**Table One:
Immigration in Ireland 2007 and 2008 (,000's)**
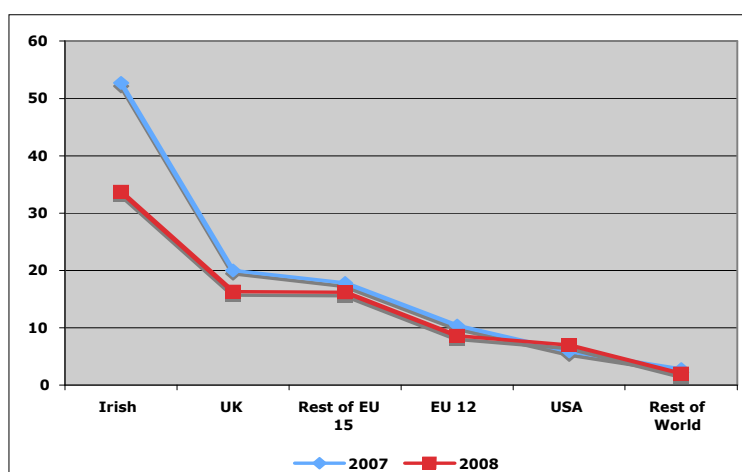
Source: CSO

The 2006 Census revealed that migrants in Dublin come from many parts of the world, there is a wide range of ethnic groups and the majority of the men and women of working age are in the less than 30 age group. 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)

Employment is key to social and economic inclusion for all but even more vital when it comes to integration for immigrants in Irish society. The labour force picture is changing fast. The latest figures for 2008 show that:

- 316,000 non-Irish nationals were in employment, a decrease of 18,700 over a year;
- 33,300 other non-nationals were unemployed, an increase of 13,300 over a year; and
- the unemployment rate for non-Irish nationals was 9.5% compared to 7.3% for Irish nationals.

The differences in the labour market situation are illustrated in the following table, which covers year on year changes for 2007 and 2008.

Table Two:

Estimated number of persons aged 15 years and over classified by nationality & ILO Economic Status,

Sept.-Nov., 200   **7 and 2008 (000's)**
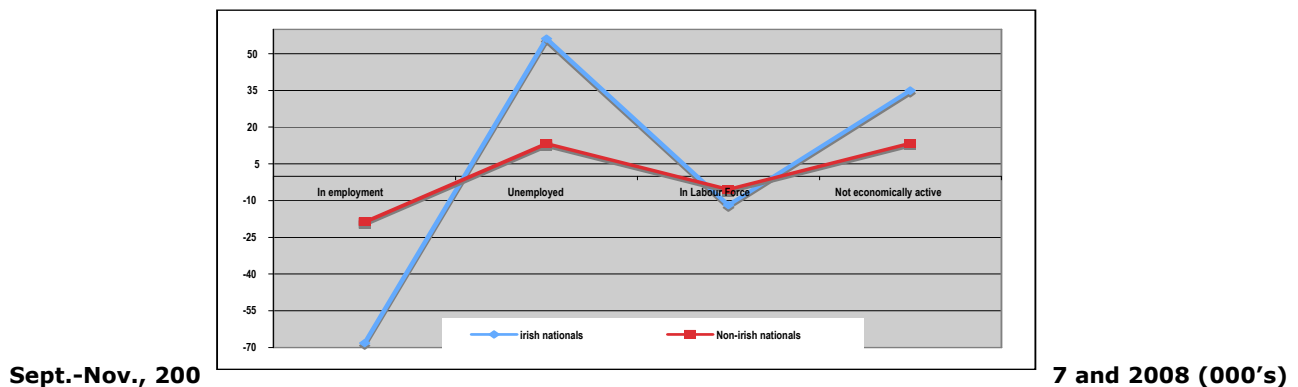
Source: CSO: QNHS – Q4 2008

The most recent Quarterly National Household Survey produced on the 21st of November 2008 indicates that there are 478,500 non-Irish nationals aged 15yrs and over. Of these, 359,900 were in the labour force, an increase of 11,000 in the year to quarter 3 2008. According to the ILO criteria, 327,400 non-Irish nationals were in employment and this was unchanged over the year. 32,500 were unemployed an increase of 11,000 in the year to quarter 3, 2008. In the latest Live Register release, the CSO highlight that for 2009 " *the standardised unemployment rate rises to 10.4% in February".*

Unemployment is expected to rise sharply to the end of this year with additional tables released on the 6th of March revealing that the Dublin region has the largest percentage increase (+9.7%), and the number of females increasing more than males in the Dublin region (+10.9% as compared to +9.2%). Non-Irish nationals represented 20% of all persons on the Live Register in February 2009. Among Irish non-nationals the largest number on the Live Register were from EU Accession states (41,057) while the smallest were from EU15 states outside Ireland and the UK (4,052).

In the third quarter of 2008 non-Irish nationals accounted for over 15% of all persons aged 15yrs and over in employment, over 35% of workers in hotels and restaurants. The largest decrease in employment for non-Irish nationals occurred in the construction sector, (-8,300). FÁS (2008) found that foreign nationals now make up 16% of the total labour force but that the rate of inflow from abroad is falling. Annual net-migration fell from 67,500 in April, to 38,500 in April 2008, that majority of the decline accounted for by a reduction in numbers from the EU12 countries.

In a CPL survey of more than 500 Polish workers in Ireland, quoted in the Irish Times (8th December 2008), a third said they were planning to leave Ireland in the next 12 months, with money the main reason for their return home. A further 13 per cent said they would leave Ireland within two years.

Housing is a very important resource and the housing profile of groups in the Irish polulation differs considerably. Owner occupancy is the preferred status for Irish and UK headed households, whereas 80% of households headed by persons from accession states are in rented accommodation. When type of housing is examined flats accounted for 7% of dwellings for Irish nationals whereas over 35% of non-nationals lived in flats.

129,000 (31%) of non-Irish nationals held third level qualifications. The broad sectors where workers were employed varied according to nationality. The recent national employment survey reveals that (except for UK nationality) the mean and median hourly earnings for non-Irish nationals were considerably lower than those of the Irish workers. Gender is a significant factor no matter what your nationality. The mean hourly earnings for those from the EU 15 (excl. Irl and UK) for women were €16.68 and men €19.97 and for those from Acession states EU15 to EU 27 – women €11.50 and men €13.85. For Irish workers, women earned €19.42 and men €21.81.

Studies show that the level of education among immigrants was higher than the native population in the mid-1990's, and while it is lower among the more recent arrivals, levels remain higher than the native population.

Barrett and Rust (2009) also highlight that immigrants earned 18 percent less, on average, relative to native workers controlling for factors such as education and length of labour market experience. For immigrants from non-English speaking countries, this wage gap is 31 percent.

Turning to occupational attainment as a measure of labour market outcomes, they highlight that research papers for the last two years show immigrants are less likely to be in higher-level occupations. This is labeled an "occupational gap", which is shown to be largest for immigrants from the EU New Member States. Of concern is the fact that the gap does not seem to decline for this group as they spend longer in Ireland, i.e. there is little evidence of increased labour market integration of immigrants over time.

3.2 Diversity in Dublin

In the fourth quarter of 2008, there were 2,052,000 persons in employment, an annual decrease of 86,900 or 4.1%. There was an annual decrease of 19,800, -3.2% of numbers in employment in the Dublin region.

The Central Statistics Office (CSO) highlight that "*this is the largest annual decrease in employment since the labour force survey was first undertaken in 1975*".

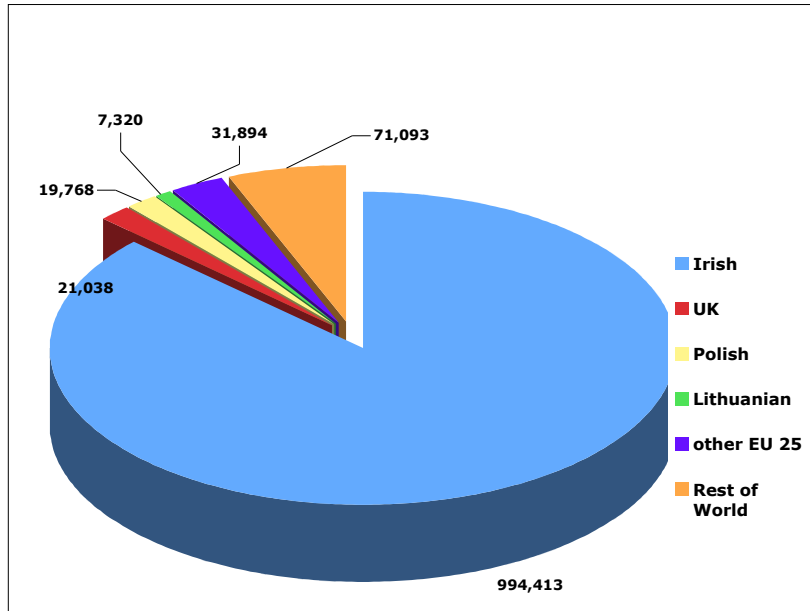Diversity is now evident in Dublin city and the 2006 census shows that diversity across ethnicity and nationality.

> **"We have found that a lot of the "new Irish" have gone home since Christmas.**
>
> **The ethnic businesses are also suffering in the current climate similar to all business here in Ireland. This is affecting employ-ment in this area as a result".**
>
> A Participant at one of the Employers' Focus group Workshops

Chart One:
Nationality in Dublin ('000's)

7,320	31,894	71,093
19,768		
21,038		
994,413		

Legend:
- Irish
- UK
- Polish
- Lithuanian
- other EU 25
- Rest of World

Chart Two:
Ethnicity in Dublin ('000's)

21,180	30,641
93,932	
5,058	
966,685	

Legend:
- White Irish
- White Irish Traveller
- Other White
- Black or Black Irish
- Asian or Asian Irish
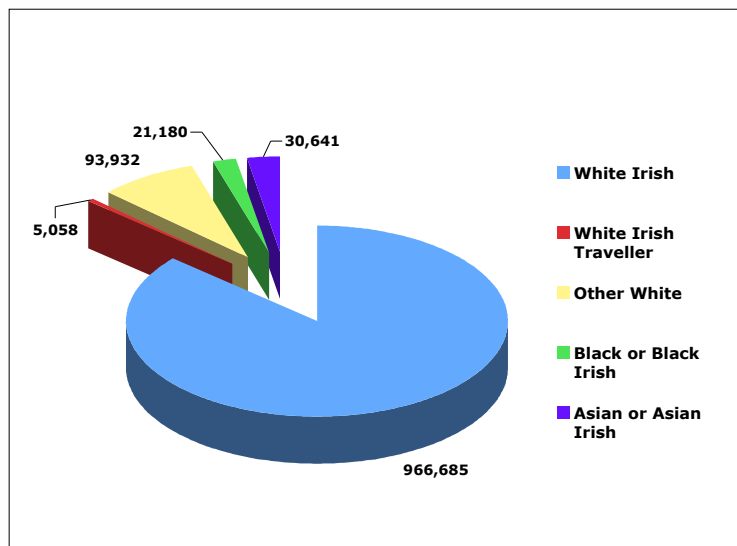
As the charts illustrate the migrants in Dublin come from many parts of the world and there is a wide range of ethnic groups.

The level of education among immigrants was higher than the native population in the mid-1990's, and while it is lower among the more recent arrivals, levels remain higher than the native population.

Barrett and Rust (2009) highlight that immigrants earned 18 percent less, on average, relative to native workers controlling for factors such as education and length of labour market experience. For immigrants from non-English speaking countries, this wage gap is 31 percent. Turning to occupational attainment, they highlight that research papers for the last two years show immigrants are less likely to be in higher-level occupations. This is labelled an "occupational gap", which is shown to be largest for immigrants from the EU New Member States. The gap does not seem to decline for this group as they spend longer in Ireland, i.e. there is little evidence of labour market integration of immigrants over time.

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%.

Dublin is the largest metropolitan area in Ireland with four local authorities. The following data indicates Dublin's diversity:

- Sixty per cent of the 8,640 Indians living in Ireland in April 2006 lived in the four Dublin local authority areas;
- One fifth of the 8,111 Slovaks in Ireland were in Dublin city, and a further 15% were living in the other Dublin counties;
- Thirty five per cent of the 7,696 Romanians were resident in Dublin city;
- Forty three per cent of the Spaniards favoured Dublin city; and
- Dublin city was the preferred location for the 5,000 Pakistanis in the State.

There is evidence in recent years of a drop in the numbers migrating to Ireland. The total number of immigrants into the State in the year to April 2008 fell by 26,000 to 83,800. Net migration has nearly halved, dropping from 67,300 in 2007 to 38,500 in April 2008.

The impact of the recent economic downturn is being felt in all sectors of society. What is less clear is the impact such developments have on the most vulnerable in our society. We do not have information or data that can inform us, in a timely way, of the trends and the effect of these changes on immigrant communities in Ireland.

There a range of well known companies located in the Dublin City Region including IBM, Intel, Google, E-bay, Wyeth and Microsoft. The advent of a globalised economy alongside the availability of cheap air fares and freedom of movement in the EU has radically changed the flows and patterns of migration into Ireland.

Many organisations operating in Dublin have put in place intercultural and integration strategies. The Health Service Executive, the Garda Síochana, Fáilte Ireland, the Football Association of Ireland, the Gaelic Athletic Association and Dublin City Council have integration frameworks and policies. The four

Local Authorities in the Dublin region have received funding from the Office for Integration to respond to integration needs in Dublin.

Max Nathan's paper (2008) suggests that there are three main ways in which migration affects local economics, namely:

1. The skills effects, short-term changes in a local area's human capital mix;
2. The diversity effects, medium-term changes in the diversity of the workforce and in consumer tastes; and
3. The size effects, long-term changes to the size of the local population and the productivity of the local economy.

In large urban areas, mainly big cities, Nathan argues that the net impact of migration is generally strongly positive. However this dividend will not be realised if there is a lack of information as to the situation, needs and identity of the diversity of immigrants in the city.

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. The diversity dividend for Dublin will not be realised if there is a lack of information as to the situation, needs and identity of the diversity of immigrants in the city.

In recent years, a number of research projects, conducted independently of each other have addressed policy concerns and highlighted developments and policy options for integration in Dublin. The research has addressed housing issues, health concerns, enterprise supports and employment issues. The results of these research reports have never been analysed collectively to inform policy making and implementation.

3.3 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. 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. 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.

Section Four: 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*". The National Economic and Social Council argue that sustainable communities rely on the creation of high quality neighbourhoods. Access to housing and the quality of housing are crucial to integration.

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 Statisitcs Office (CSO) research on equality reveals 12.5% of the population have experienced discrimination. This could mean that over 20 million people in

> **"workers who on the one hand, white, Indian and African Asian workers who fared reasonably well, and on the other, Caribbean, Pakistani and Bangladeshi workers who continued to experience and economic activity by ethnicity, age and generation, and possibly gender".**
>
> A Participant at one of the Employer Support Services Focus group Workshops

the EU experience discrimination on a yearly basis. Persons from 'other ethnic backgrounds' reported the highest rate of discrimination in Ireland with over 31% stating that they felt discriminated against.

In April 2009 the EU Fundamental Rights Agency (FRA), published research which shows Ireland among the worst of all the EU countries when it comes to victims of racial discrimination and abuse. 73% of those surveyed of Sub-Saharan African origin, and 25% of those from new EU Member States, stated that they considered discrimination based on ethnic or immigrant origin is widespread in this country.

4.1 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.

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 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. The four Local Authorities in the Dublin region have received funding from the Office for Integration to respond to integration needs in Dublin.

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 **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.*"

> **"It is more difficult now to get a work permit and to keep it as many workers are now made redundant or decreased their wages. However, Work permits criteria and the way work permits are granted need attention urgently"**
>
> **"I took part in one of the focus groups and all of these barriers identified are reflective of the issues migrants are facing on their way to integration in Ireland".**
>
> A Participant at one of the New Communities Focus Group Workshops

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.

National and international experience demonstrates that integration strategies 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. Dublin City Council held its first integration dialogue on March the 11th 2009, at which the need for research, monitoring trends, tracking experiences and recording racist incidents and discrimination were highlighted as essential.

The European OPENCities initiative is based on the knowledge that 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)

Research, involving people from all communities, on particular from new communities, is essential to bringing clear direction in the Dublin region.

4.2 The Directive on Race Discrimination

Kimber (2003) highlighted that this *directive has pushed the prohibition of race discrimination to the top of the hierarchy of rights in Community Law"* (p:243)   However the broad framework of basic minimum entitlements allows the Member States to implement it to fit the national standards.

That being said there are a number of provisions under the Directive that could be utilized to improve the provisions under Irish Equality law. In particular three issues are highlighted here:

- The opportunity to move beyond the individual enforcement model – the Directive provides that Member States provide greater legal standing for NGO's wishing to bring actions on behalf of individuals. Public interest advocacy actions Kimber (2003) argues "*have not been permitted for the enforcement of discrimination legislation. It appears that Irish law may have to be amended to allow for such types of actions*";
- The opportunity to expand on what is permissible as positive action – the Directive could permit a much greater range of positive action measures than under Irish law, and include, as

McInerney points out "*a collective conception of group disadvantage*" (Kimber 2003 p: 260); and

- The opportunity to extend protection – the Directive indicates that goods and services are not confined to those supplied in the commercial sense, and extends protection to a range of economic areas to public and private acts, in the context of employment social protection – including social security and healthcare, social advantages, education and the provision of goods and services. The Directive refers not to "trade" in goods and services but to access to and supply of goods and services "*which are available to the public, including housing*" (Kimber p: 255)

The Race Directive contains a requirement that Member States designate a body or bodies for the promotion of equal treatment of all persons without discrimination on the grounds of racial or ethnic origin. The bodies shall have competence in:

- The provision of independent assistance to victims of discrimination pursuing complaints;
- Conducting independent surveys concerning discrimination;
- Publishing independent reports;
- Making recommendations on any issue relating to discrimination.

The Equality Authority was the body that satisfied these requirements in Ireland. However, with a 42% cut in its budget the capacity of this body to carry out its functions in relation to the Race Directive will need to be closely monitored.

The Race Directive and the Framework Employment Directive both contain provisions regarding dialogue, involving social partners and non-governmental organisations. The Race Directive (recital 23) states that "*Member States should promote dialogue between social partners*

and with non-governmental organisations to address different forms of discrimination and to outlaw them".

This function and the monitoring function must be resourced to be meaningful, and ensure the implementation of the Directives.

Section Five: Core Objectives of Proposed Wider Research Initiative

Two factors underpin the need for research:

- The pace of change, with regard to migration and employment, social inclusion and equality, particularly in cities and large urban areas is difficult to monitor.
- We need well informed policy to achieve integration.

Keeping up-to-date is essential to informed decsion-making and policy-making. Our knowledge of settlement patterns, their impact on business and trade in some areas, the impact on housing, health, education and other social service provision in a city and our understanding of how cultural trends emerge are all elelemnts of development that we need to become more adept at assessing.

> **I can see that a gap might open up amongst immigrant workers in the low wage market. A recession just amplifies already existing inequalities in the labour market, with the highest risk of job loss borne by unskilled, older and younger workers. Certain immigrant groups will experience high levels of unemployment due to age, ethnicity, education and possibly gender. Some immigrant workers will fare reasonably well but other more vulnerable works wont.**

Max Nathan (2008) suggests we can do more to increase and manage the benefits and costs of migration to local areas. He recommends:

- Central, regional and local policymakers need "*to recognise the long-term importance of migration to economic growth and develop strategies around this*";
- Government should take further steps to ensure that "*potential economic problems are prevented or minimized in the labour market and around the potential growth paths of local economies*";
- Increased investment in building the "*evidence base around the economic and wider impacts of migration, at local and national level";* and
- Political leaders and policy makers need to "*sharpen their narrative about migration, particularly on the longer-term effects on local areas."*

5.1   Building the Evidence Base

This scoping exercise has revealed a range of views as to the barriers facing migrants and highlighted the need more research. It has also revealed the information gaps that persist, despite some research over the last number of years.

The recommended areas for further research are described here.

- **Barriers** to employment, housing, social networks, political participation are experienced by different groups, in different ways. More work is needed to assess and monitor the experience of different communities, addressing gender differences, in Dublin.   In particular the impact of the visa and work permit systems on people was highlighted as an areas requiring research.

- There is little known about **discrimination, racism and exploitation** of people from new communities in Dublin. More work is needed to determine their prevalence, the factors exacerbating them, their causes and measures required to prevent such phenomena in Dublin. The issues of discrimination, exploitation and inequality will be even more crucial in the light of increased competition in the labour market.

- Given the increase in **unemployment**, and the need for access to more effective labour market services all such services should be equality proofed.   In particular monitoring of resources for supports for migrants in relation to CVs, employment rights information, the need for speedier recognition of qualifications and the need for flexible English language classes are all essential to the equal participation of migrant workers.

- Regarding **enterprise**, the identification of reasons for immigrants starting their own business through case studies was raised.   Allied to this are the questions regarding the possible underemployment of immigrants.

- The need to review access to **banking services** was raised as a particular area to be monitored, particularly in light of the current lack of access to finance from banks.

- The need for **skills audits**, identifying underemployed people and generating information on more suitable jobs was identified as an area that requires further research.

- Progression was identified as an area that required further research. We need to know more about the **experiences** of migrants over time in Dublin.

- The question of **participation and representation** was also raised as one that requires research, in particular the monitoring of the effect of the involvement of groups from new communities.

- The need to study and assess **integration programmes** to identify the learning and the factors that lead to success was suggested as well as the need to evaluate outcomes and benefits.

- Dublin City is one of the few cities with a local authority that has an **integration strategy.** Its success depends on involving migrants as actors in generating research questions, methodologies and projects that reveal the necessary steps for integration in Dublin and monitoring progress with regard to the integration strategy.

Section Six: Draft Terms of Reference for a Proposed Wider Research Initiative

In large urban areas, mainly big cities, many authors argue that the net impact of migration is generally strongly positive. However, as Nathan (2008) highlights this dividend will not be realised if there is a lack of information as to the situation, needs and identity of the diversity of immigrants in the city.

Research is crucial. We need to gather gender and age disaggregated data to see what trends emerge, report on situations, experiences and identities of migrants in the greater Dublin area. Those who provide information services and make decisions that affect migrants and their well-being need to gather information about their initiatives and programmes in the greater Dublin area so that they are monitored and the outcomes discussed.

We need information and data that measures access, participation and outcomes for migrants from services in the greater Dublin area. Services such as social welfare, labour market, education, childcare, health, enterprise and housing are all essential to people's well-being in the greater Dublin area. The involvement of policy-makers in these institutions on a greater Dublin basis is essential to building effective integration strategies for the region.

In addition, those who provide information to the public, that is, the media, civil and political institutions need to be involved so that they have access to accurate information to report upon.

We also need data to monitor incidents of racism, exploitation and discrimination to ensure that we can address the impact of such phenomena and make recommendations for policy-making that promotes equality.

The policy-makers responsible for these areas do not meet on a city or regional basis to address migration or exchange of practice and data that illustrates what is the situation with regard to integration in the greater Dublin area.

> **"For the Cameroonian community, it sounded like a wake-up call as many couldn't come up with all those difficulties. In my own experience, in interview last week in my work for 2 deli assistants position 18 people (8 Irish people) turned up for the interview where before we will have none for the same position".**

Research has to be carried out with the groups who have day-to-day experience and work in the area of migration. NGO's are crucial to defining the terms of reference for research projects and the delivery of the projects. In addition, the research needs to be fed into policy strategies, for example the Dublin Integration Strategy, to reinforce their effectiveness and ensure that activities are meeting current challenges.

The nest step is to find resources to ensure that evidence is gathered, analysed and informs the decision-making that impacts of the lives of the people living in the greater Dublin area.

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Integration in Dublin: Informing Strategies a time of Recession.

37

From identified research priorities— antici-
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