

Planning For Diversity
The National Action Plan Against Racism

2005 - 2008

Prepared by the Department of Justice, Equality and Law Reform

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Foreword

By the Taoiseach, Mr Bertie Ahern, TD



An Taoiseach, Bertie Ahern T.D.

Racism has no place in the Ireland of today. We must actively welcome and manage our continuing development as a multi-cultural society. That is why combating racism and creating a more inclusive society are key priorities for this Government.

The extent and pace of change in Ireland is clearly demonstrated by our transformation from a country of emigration to one of net inward migration. The emerging diversity of Irish society has the capacity to enrich all our communities and to make Ireland an example of best practice in promoting inclusion. It also presents us with challenges and issues that we must deal with in a mature and sensible fashion. As well as the imperatives for social and economic progress, it is clearly important for Ireland's well-being and international reputation that we adapt our thinking, policies and laws to this changing situation. Clear strategies and structures must be put in place to allow this to happen.

The publication of the National Action Plan against Racism in this context is most timely and represents the fulfilment of a commitment given by the Government at the UN World Conference Against Racism in Durban 2001. This commitment was further affirmed in Sustaining Progress, the Social Partnership Agreement 2003 - 2005, under which the Plan is a key element of the Special Initiative on Migration and Interculturalism.

I wish to thank all those organisations: Government, Social Partners and NGOs who contributed to the development of this Plan in the course of the wide-ranging Diverse Voices consultation process. Government is committed to working together to realise the Plan's objectives.

Bertie Ahern T.D.

Taoiseach

Réamfhocal leis an Taoiseach, Bertie Ahern, TD

Níl aon áit do chiníochas in Éirinn an lae inniu. Ní mór dúinn a bheith fáilteach agus gníomhach in ár mbainistiú ar ár bhforbairt leanúnach mar shochaí ilchultúrtha. Is chuige sin a thugann an Rialtas seo tosaíocht do chiníochas a chomhrac agus sochaí níos cuimsithí a chruthú.

Léirítear fairsinge agus luas an athraithe in Éirinn go soiléir trínár gclaoclú ó thír eisimirce go tír inimirce glan. Tá ar chumas na hilíochta atá ag teacht chun cinn i sochaí na hÉireann ár bpobail go léir a shaibhriú agus Éire a fhorbairt len í a bheith ina heiseamláir ar dhea-chleachtas i gcur chun cinn na cuimsitheachta. Cothaíonn sé dúshlán dúinn freisin, mar aon le ceisteanna nach mór dúinn aghaidh a thabhairt orthu ar shlí stuama agus ciallmhar. Mar aon leis an riachtanas a bhaineann le dul chun cinn sóisialta agus eacnamaíochta, is léir go bhfuil sé tábhachtach do leas eacnamaíochta agus do dhea-cháil idirnáisiúnta na hÉireann go gcuirfimis ár ndearcadh, ár bpolasaithe agus ár ndlíthe in oiriúint do na tosaí athracha seo. Caithfear straitéisí agus struchtúir shoiléire a chur i bhfeidhm chuige seo.

Is mithid foilsiú an Phlean Náisiúnta in Aghaidh an Chiníochais sa chomhthéacs seo agus léiríonn sé comhlíonadh ar thiomantas a thug an Rialtas ag Comhdháil Domhanda in Aghaidh an Chiníochais na NA i nDurban 2001. Cuireadh a thuilleadh leis an dtiomantas seo i gCoinneáil an Dul Chun Cinn, an Comhaontú Comhpháirtíochta Sóisialta 2003 - 2005, inar príomheilimint é an Plean sa Tionscnamh Speisialta ar Imirce agus Idirchultúrthacht.

Ba mhaith liom mo bhuíochas a ghabháil leis na heagraíochtaí seo ar fad: an Rialtas, na Comhpháirtithe Sóisialta agus na EN-Ranna a chuir le forbairt an phlean seo le linn an phróiséis chomhairligh leathanréime Guthanna Ilíocha. Tá an Rialtas tiomanta ar oibriú le chéile d'fhonn aidhmeanna an Phlean a thabhairt i gcrích.

Bertie Ahern T.D.

An Taoiseach

Avant-propos du Taoiseach (Premier ministre irlandais), M. Bertie Ahern, TD

Le racisme n'a pas sa place dans l'Irlande d'aujourd'hui. Nous devons activement accueillir et gérer notre développement continu en tant que société multiculturelle. C'est pourquoi, combattre le racisme et créer une société plus diversifiée sont des priorités essentielles pour ce gouvernement.

L'ampleur et le rythme du changement en Irlande sont clairement établis par notre transformation d'un pays d'émigration en un pays de nette migration entrante. La diversité naissante de la société irlandaise a la capacité d'enrichir nos communautés et de faire de l'Irlande un exemple de bonnes pratiques dans la promotion de l'intégration. Elle nous confronte également à des défis et des problèmes que nous devons traiter avec maturité et raison. De même que les impératifs liés à la progression sociale et économique, il est manifestement important pour la bonne santé et la réputation internationale de l'Irlande que nous adaptions notre pensée, notre politique et notre législation à cette nouvelle situation. Des stratégies et des structures claires doivent être mises en place pour nous permettre d'y parvenir.

La publication du Plan national contre le racisme dans un tel contexte est des plus opportune et représente l'aboutissement d'un engagement fait à Durban en 2001 par le gouvernement à la Conférence mondiale des Nations Unies contre le racisme. Cet engagement a par ailleurs été réaffirmé avec l'accord de partenariat social 2003 - 2005 Sustaining Progress (Soutenir le progrès), aux termes duquel le Plan constitue un élément essentiel de l'initiative spéciale sur la migration et l'interculturalisme.

Je souhaite remercier le gouvernement, les partenaires sociaux et les ONG qui ont contribué au développement de ce Plan au cours du processus de consultation élargie *Diverse Voices* (Voix diverses). Le gouvernement s'engage à travailler avec ces différents partenaires à la réalisation des objectifs du Plan.

Bertie Ahern T.D.

Taoiseach

Prefacio del Taoiseach (Primer Ministro irlandés), Mr Bertie Ahern

El racismo no tiene cabida en la Irlanda actual. Debemos dar la bienvenida y gestionar de manera activa nuestro desarrollo constante como sociedad multicultural. Por ello, para nuestro Gobierno es prioritario combatir el racismo y crear una sociedad más inclusiva.

El ámbito y el ritmo del cambio en Irlanda están siendo claramente demostrados por nuestra transformación de un país de emigrantes a un país de inmigrantes. La emergente diversidad de la sociedad irlandesa tiene la capacidad de enriquecer a nuestras comunidades y de hacer de Irlanda un ejemplo de buenas prácticas en el fomento de la integración. También nos plantea retos y problemas a los que debemos hacer frente de un modo maduro y sensato. Para el bienestar y la reputación internacional de Irlanda es tan importante el planteamiento de los imperativos para el progreso social y económico como la adaptación de nuestra mentalidad, nuestras políticas y nuestras leyes a esta situación cambiante. Para que esto ocurra debemos poner en práctica estrategias y estructuras claras

La publicación del Plan Nacional contra el Racismo en este contexto es totalmente oportuna y representa el cumplimiento de un compromiso realizado por el Gobierno en la Conferencia Internacional de las Naciones Unidas contra el Racismo celebrada en Durban en el año 2001. Este compromiso fue reafirmado en “Por un progreso duradero (Contrato Social) 2003-2005” en virtud del cual el Plan es un elemento clave de la Iniciativa Especial sobre Migración e Interculturalidad.

Me gustaría dar las gracias a todas esas organizaciones, al Gobierno, a los interlocutores sociales y a las ONG que contribuyeron al desarrollo de este Plan durante el amplio proceso de consulta “Voces Diversas”. El Gobierno se compromete a trabajar unido para hacer realidad los objetivos establecidos en el Plan.

Bertie Ahern T.D.

Taoiseach

Introdução pelo

Taoiseach (Primeiro Ministro Irlandês), Sr Bertie Ahern, TD

Não há lugar para o racismo na Irlanda de hoje. Precisamos acolher e administrar ativamente nosso desenvolvimento contínuo como uma sociedade multicultural. Por esse motivo, o combate ao racismo e a construção de uma sociedade mais inclusiva são as prioridades deste governo.

A amplitude e o ritmo das mudanças na Irlanda são claramente demonstrados pela transformação que sofremos, passando de um país de emigração para um país de migração. A diversidade emergente da sociedade irlandesa tem o potencial de enriquecer todas as nossas comunidades, tornando a Irlanda exemplar ao promover a inclusão. Também enfrentamos desafios e questões com as quais devemos lidar de maneira amadurecida e sensata. Além dos pontos cruciais para o progresso social e econômico, é claramente importante para o bem-estar e a reputação internacional da Irlanda que adaptemos nosso modo de pensar, nossas políticas e nossas leis a essa situação cambiante. Devemos colocar em prática estratégias e estruturas claras para possibilitar isso.

A publicação do Plano Nacional contra o Racismo nesse contexto é bastante oportuna, e representa a concretização de um compromisso assumido pelo governo na Conferência Mundial das Nações Unidas contra o Racismo, realizada em Durban em 2001. Esse compromisso foi reafirmado quando lançamos o projeto Sustentação do Progresso, o Acordo de Parceria Social de 2003 - 2005, no qual o Plano é um elemento-chave da Iniciativa Especial para Migração e Interculturalismo.

Gostaria de agradecer a todas as organizações participantes: o governo, os parceiros sociais e as ONGs que contribuíram para o desenvolvimento deste Plano no decorrer do amplo processo de consulta Vozes Diversas. O governo está comprometido em trabalhar em conjunto com os demais participantes para concretizar os objetivos do Plano.

Bertie Ahern T.D.

Taoiseach

توطئة بقلم رئيس الوزراء Taoiseach، السيد بيرتي أهيرن، عضو البرلمان تي دي

لإمكان للعنصرية في أيرلندا اليوم. ولابد لنا من أن نرحب على نحو ناشط وندير تطورنا المتواصل في مجتمع متعدد الثقافات. وهذا هو السبب لماذا أن مكافحة العنصرية وخلق مجتمع أكثر تضامناً هي أولويات رئيسية لهذه الحكومة.

إن درجة وسرعة التغيير في أيرلندا بوضوح بصورة جلية تحولنا من بلد اغتراب إلى بلد هجرة إلى الداخل. وأن التنوع المنبثق للمجتمع الأيرلندي لديه القدرة على إثراء كافة جماعاتنا السكانية وعلى جعل أيرلندا مثالا للممارسة الفضلى بتعزيز التضامن. كما أنه يقدم لنا التحديات والتضاميات التي لابد لنا من أن نتناول بها بطريقة ناضجة وتمييزة بالإحساس. وإلى جانب الأمور الملزمة للتقدم الاجتماعي والاقتصادي فإنه من المهم على نحو جلي لحسن رفاه أيرلندا وسمعتها الدولية بأننا نكيف تفكيرنا وسياساتنا وقوانيننا وفقاً لهذا الموقف المتفاني. من وضع استراتيجياتنا الواضحة وهيكلها في المكان للسماح لهذا بالحدوث.

وإن نشر الخطة الوطنية المناهضة للعنصرية في هذا السياق هو أكثر زمنية ويمثل إنجازاً بالالتزام قنمته الحكومة في مؤتمر الأمم المتحدة العالمي المناهض للعنصرية المنعقد في دوربان في سنة ٢٠٠٣م وقد على هذا الالتزام في اتفاقية التقدم المستدام والشراكة الاجتماعية للسنوات ٢٠٠٣ - ٢٠٠٥، التي تشكلت تحت مضمار هذه الخطة عنصراً رئيسياً للمبادرة الخاصة عن الهجرة والتداخل الثقافي.

وأنا أصبر عن رغبتني في تقديم الشكر إلى كافة تلك المنظمات وهي: الحكومة والشركاء الاجتماعيين والمنظمات غير الحكومية التي ساهمت في تطوير هذه الخطة في مضمار عملية استشارة الأصوات المتنوعة والواسعة المدى. والحكومة ملتزمة في العمل معاً لإدراك أهداف الخطة.

رئيس الوزراء Taoiseach
كانون الأول/ ديسمبر، ٢٠٠٤

ملاحظة المترجم:

Taoiseach هو مصطلح رئيس الوزراء في اللغة الأيرلندية

前言

种族歧视在今天的爱尔兰是没有立足之地的，我们必须积极不断地发展和管理这个多元文化社会。因此，本政府非常重视打击种族歧视，致力把爱尔兰建设成兼容并包的社会。

爱尔兰本来是个输出移民的国家，但今天移民来这里的人远远超过离开这里移民他国的人，可见爱尔兰变化之大。爱尔兰社会越趋多元，不同的社会群体也因此得益，彼此丰富。我们要让爱尔兰成为推动种族融合的佳例。当然，我们也要以成熟、理智的方式面对挑战和各种问题。在发展社会、经济的同时，我们需要用恰当的思想、政策和法律手段维系爱尔兰的福祉和国际声誉。因此，我们必须具备清晰的策略和系统，实现我们理想的目标。

在这个背景之下，爱尔兰政府出版这份‘全国反种族歧视纲领’。本纲领可谓适时合宜，既实现了本政府 2001 年在南非德班（Durban）联合国反种族歧视大会上的许诺，同时也是爱尔兰‘移民及多元文化特殊行动’的主要成分 – 这在本政府签订的‘2003-5 年社会合作伙伴协议’中的‘持续发展’部分，已经进一步肯定了。

我谨此向所有协助发展本纲领的有关机构、人员致谢：由於这些政府、社会合作伙伴及非政府组织的积极参与，本纲领在广泛咨询过程中收纳了各种各样的多元声音。现在，本政府将尽全力和社会各界合作，实现纲领中的目标。

Bertie Ahern TD 先生
Taoiseach 部

**Вступление премьер-министра Ирландии (Taoiseach)
Г-на Берти Ахерна, члена парламента.**

В Ирландии сегодняшнего дня нет места расизму. Мы должны активно приветствовать и поддерживать наше непрерывное развитие в качестве многонационального общества. Вот почему борьба с расизмом и создание интернационального общества являются ключевыми задачами нашего правительства.

Масштаб и темп перемен, происходящих в Ирландии наглядно демонстрирует тот факт, что из эмигрантской страны мы превратились в страну с притоком населения. Развивающееся многообразие ирландского общества обогащает все наши местные сообщества и является превосходным примером содействия развитию интернациональности. Оно также ставит перед нами задачи и вопросы, которые мы должны решать мудро и разумно. Помимо необходимости социального и экономического прогресса, для благополучия и репутации Ирландии на международном уровне чрезвычайно важно приспособить наше мышление, политику и законы к меняющейся ситуации. Для достижения этого должны быть выработаны четкие стратегии и структуры.

Опубликование государственного плана против расизма в данной ситуации является наиболее своевременным и отождествляет выполнение обязательств, данных правительством в Дурбане в 2001 году на всемирной конференции ООН против расизма. Данное обязательство было в дальнейшем подтверждено в договоре поддержки прогресса, договор об общественном партнерстве 2003-2005 гг., в котором наш план стал ключевым элементом специальной инициативы по миграции и межкультурализму.

Я бы хотел поблагодарить следующие организации: правительство, общественных партнеров и неправительственные организации, которые внесли свой вклад в развитие этого плана в течение широкомасштабного разноголосого консультационного процесса. Правительство обязуется работать сплоченно для реализации задач плана.

Taoiseach (Премьер-министр Ирландии)

Foreword

By Mr. Michael McDowell TD, Minister for Justice, Equality and Law Reform



Michael Mc Dowell T.D. Minister for Justice Equality and Law Reform

It gives me great pleasure to present Ireland's first National Action Plan Against Racism. Over the past few years Ireland has developed one of the most comprehensive anti-discrimination codes in Europe and this Plan is a further measure in this regard. I am confident that the Plan will harness the collective energy of Government, the Social Partners and Civil Society alike to build a society where people of all backgrounds can go about their daily life in the expectation that Irish society will not tolerate racism in any form.

We have always had diversity in Ireland and in recent years that diversity has become more varied and complex. It is a tribute to the progress we have made as a nation, and to our reputation for warmth and generosity as a people, that for many people in Europe and beyond Ireland has now become one of the most desirable places in which to live and work. We can be proud of our achievements and of the respect in which we are held in the wider world, and we can confidently embrace the future and the more diverse Ireland which it will undoubtedly bring.

It is no exaggeration to say that the success of this Plan will be a key factor for the continued economic and social prosperity of our country and for the wellbeing of the society we pass on to future generations.

Michael McDowell TD

Minister for Justice, Equality and Law Reform

Réamfhocal

Le Michael McDowell TD, Aire Dlí agus Cirt, Comhionannais agus Athchóirithe Dlí

Cuireann sé an-áthas orm an chéad Phlean Náisiúnta in Aghaidh an Chiníochais in Éirinn a chur i láthair. Le blianta beaga anuas tá ceann de na cóid frithchiníochais is cuimsithí forbartha in Éirinn agus is beartas breise é an Plean seo maidir leis seo. Táim cinnte go dtiomsóidh an Plean fuinneamh an Rialtais, na gComhpháirtithe Sóisialta agus an Ghnáthphobail d'fhonn sochaí a thógáil in ar féidir le daoine ó gach cúlra dul i mbun a ngnáthshaol laethúil i ndúil nach nglacfar le ciníochas de chineál ar bith i sochaí na hÉireann.

Bhí ilíocht riamh in Éirinn agus le blianta beaga anuas tá an ilíocht sin éirithe níos ilghnéithí agus níos casta. Is tuar é seo ar an dul chun cinn atá déanta againn mar náisiún, agus ar ár gclú mar dhaoine atá geanúil agus flaithiúil, agus go bhfuil Éire ar cheann de na tíortha is fearr le cónaí agus le hoibriú inti, dar le mórán daoine san Eoraip agus níos faide ó bhaile. Is féidir linn a bheith mórtasach as a bhfuil bainte amach againn agus as an meas atá orainn ar fud an domhain, agus is féidir linn aghaidh a thabhairt go muiníneach ar an todhchaí agus ar an Éire ilíoch a thiocfaidh lena cois.

Ní haon áibhéil é a rá gur príomhfhachtóir é toradh an phlean seo maidir le rath eacnamaíochta agus sóisialta ár dtíre agus do leas sochaí na nglúnta atá le teacht.

Michael McDowell TD

Aire Dlí agus Cirt, Comhionannais agus Athchóirithe Dlí

Avant-propos de M. Michael McDowell, TD

Ministre de la justice, de l'égalité et de la réforme judiciaire

C'est pour moi un immense plaisir que de présenter le premier Plan national contre le racisme mis en place en Irlande. Au cours des quatre dernières années, l'Irlande a développé l'un des codes contre la discrimination les plus complets d'Europe et ce Plan est une mesure supplémentaire dans cette direction. Je suis persuadé que le Plan va mobiliser l'énergie collective du gouvernement, des partenaires sociaux et de la société civile pour bâtir une société dans laquelle les personnes de toutes origines pourront vivre au quotidien dans la perspective que la société irlandaise ne tolère plus aucune forme de racisme.

L'Irlande a toujours été une terre ouverte à la diversité, dont la variété et la complexité se sont accrues ces dernières années. Pour de nombreuses personnes en Europe et au-delà, l'Irlande fait désormais partie des endroits les plus attrayants pour vivre et travailler. Cette reconnaissance est un hommage aux progrès réalisés par notre nation et à notre réputation de peuple chaleureux et généreux. Nous pouvons être fiers de nos réussites et du respect que nous inspirons dans le monde. C'est avec confiance que nous pouvons affronter l'avenir et l'Irlande plus diversifiée qu'il engendrera sans aucun doute.

Il n'est pas exagéré de dire que la réussite de ce Plan sera un facteur essentiel à la poursuite de la prospérité économique et sociale de notre pays, et à la bonne santé de la société que nous transmettons aux générations futures.

Michael McDowell, TD.

Ministre de la Justice, de l'Égalité et de la Réforme judiciaire

Prefacio

Por Mr. Michael McDowell, Ministro de Justicia, Igualdad y Reforma Legislativa

Es para mí un placer presentar el Plan Nacional de Irlanda contra el Racismo. Durante los últimos dos años Irlanda ha desarrollado uno de los códigos anti-discriminación más completos de Europa y este Plan constituye una medida más en este sentido. Confío en que el Plan aprovechará la energía colectiva del Gobierno, los interlocutores sociales y la sociedad civil para construir una sociedad en la que personas de todas las procedencias puedan emprender su vida diaria con la esperanza de que la sociedad irlandesa no tolerará el racismo de ningún tipo.

En Irlanda siempre ha existido la diversidad y, en los últimos años, dicha diversidad se ha vuelto más variada y compleja. Por los avances que hemos conseguido como nación, y por nuestra reputación de nación cálida y generosa para muchas personas de Europa y de fuera de ella, Irlanda se ha convertido en uno de los lugares más deseables para vivir y trabajar. Podemos estar orgullosos de nuestros logros y del respeto que se nos tiene en el resto del mundo y podemos abrazar al futuro con confianza y dar la bienvenida a la Irlanda más diversa que sin duda ese futuro nos traerá.

No exagero al decir que el éxito de este Plan será un factor clave para la prosperidad económica y social constante de nuestro país y para el bienestar de la sociedad que dejaremos en herencia a las generaciones futuras

Michael McDowell

Ministro de Justicia, Igualdad y Reforma Legislativa

Introdução

Pelo Sr. Michael McDowell TD, Ministro da Justiça, Igualdade e Reforma Legislativa

Tenho o grande prazer de apresentar o primeiro Plano Nacional contra o Racismo na Irlanda. Nos últimos anos, a Irlanda desenvolveu um dos mais abrangentes códigos antidiscriminação da Europa, e este Plano é mais uma medida nesse sentido. Sem dúvida, o Plano se beneficiará da energia coletiva do governo, dos parceiros sociais e da sociedade civil, visando à construção de uma sociedade em que pessoas de todas as origens possam conviver tendo a certeza de que a sociedade irlandesa não tolerará nenhuma forma de racismo.

Sempre houve diversidade na Irlanda; nos últimos anos, a diversidade tornou-se ainda mais variada e complexa. O fato de muitas pessoas na Europa e no exterior terem passado a considerar a Irlanda um dos lugares mais desejáveis para se morar e se trabalhar é um tributo ao progresso que alcançamos como nação, e à nossa reputação de povo caloroso e generoso. Podemos nos orgulhar de nossas conquistas e do respeito com o qual somos vistos no mundo, e podemos acolher com confiança o futuro, assim como a Irlanda mais diversificada que ele certamente nos reserva.

É possível afirmar sem exagero que o sucesso desse plano será crucial para a prosperidade econômica e social contínua de nosso país e para o bem-estar da sociedade que legaremos às gerações futuras.

Michael McDowell TD

Ministro da Justiça, Igualdade e Reforma Legislativa

توطئة

يقلم السيد ميكائيل ماكديويل، عضو البرلمان تي دي، وزير العدل، المساواة والإصلاح

القانوني

إله لمعطيني متعة كبرى أن أقدم للخطة الوطنية الأولى المناهضة للعنصرية لايرلندة. وخلال السنوات القليلة الماضية طورت ايرلندة احدى أكثر القوانين شمولاً المناهضة للعنصرية في أوروبا وهذه الخطة تشكل اجراءاً إضافياً في هذا المضمار. وأنا واثق بأن الخطة سوف تشد من عزيمة القدرة الجماعية للحكومة والشركاء الاجتماعيين والمجتمع المدني على سواء لبناء مجتمع يكون بإمكان الناس فيه من كافة الخلفيات أن يبدوا حياتهم اليومية بتوقع بأن المجتمع الايرلندي سوف لايتساهل بالعنصرية بأي شكل من الأشكال.

ونحن دائماً لدينا التنوع في ايرلندة وفي السنوات اللاحقة أصبح التنوع أكثر تبايناً وأكثر تعقيداً. وإنه اجلال للتقدم الذي أحرزناه بصفتنا كبلد وإلى سمعتنا للدفء والكرم بصفتنا كمشعب للعديد من الناس في أوروبا وما وراء ايرلندة التي أصبحت الآن واحدة من أكثر الأماكن التي يرغب الناس العيش والعمل فيها. وبإمكاننا أن نفخر بإنجازائنا وبالاحترام الذي يكنه لنا الناس في العلم الواسع وبإمكاننا أن تحتضن بثقة المستقبل ومزيد من التنوع الذي سوف تأتي به ايرلندة دون شك.

وإنه من دون مبالغة القول بأن نجاح هذه الخطة سيكون عاملاً رئيسياً للمساهمة في الرفاه الاقتصادي والاجتماعي لبلدنا ولرفاه المجتمع الذي تحوله بدورتنا إلى أجيال المستقبل.

ميكائيل ماكديويل، عضو البرلمان تي دي

وزير العدل، المساواة والإصلاح القانوني

ديسمبر، كانون الأول / ٢٠٠٤

ملاحظة المترجم:

前言

能在此向您推荐爱尔兰第一份‘全国反种族歧视纲领’，我感到非常高兴。过去数年，爱尔兰发展了欧洲有数最全面的反歧视守则，本纲领是我们往前又走一步的明证。我相信这个计划会结合政府上下、社会人士和各种群体的力量，让爱尔兰各民族、各背景的人士安居乐业，无需担忧受到任何形式的种族歧视。

爱尔兰一向是个多元社会。最近几年，这个兼收并蓄的地方变得比以前更多元、更复杂，这是我们作为一个国家进步的象征，也承袭着我国人民固有的热情、慷慨声誉。对许多欧洲或其它国家的人来说，爱尔兰是最有居住、工作魅力的地方之一。这一切成就及世界人民对我们的尊重，使我们深感骄傲；我们对未来也充满憧憬，自信爱尔兰会变得更加多姿多彩。

毋庸置疑，本纲领的成功对本国持续保持经济及社会繁荣至为关键 - 我们给下一代准备怎样的社会和福利？这纲领有着举足轻重的意义。

Michael McDowell TD 先生
平等及法律改革部兼法律大臣

Вступление

Г-н Майкл Макдауэлл, член парламента, министр юстиции, равноправия и правовых реформ.

Я с большим удовольствием представляю первый государственный план Ирландии против расизма. За последние несколько лет Ирландия разработала один из самых всеобъемлющих антидискриминационных кодексов и этот план является дальнейшей мерой в этой области. Я уверен, что план объединит в одну упряжку коллективную энергию правительства, общественных партнеров и гражданского общества для строительства общества, где человек любого происхождения сможет заниматься ежедневными делами, зная, что общество Ирландии не потерпит расизма в какой бы то ни было форме.

Ирландия всегда отличалась многообразием, а за последние годы это многообразие стало более разнообразным и сложным. Следует отдать дань тому прогрессу, который мы достигли как нация, и нашей репутации гостеприимства и щедрости как народ, благодаря которым для многих людей в Европе и за ее пределами Ирландия стала одним из наиболее желанных мест для проживания и работы. Мы можем гордиться нашими достижениями и уважением, которое заслужили в мире, и можем с уверенностью принять будущее и более разнообразную Ирландию, которая в нем предстанет.

Не будет преувеличением сказать, что успех этого плана является ключевым фактором непрерывного экономического и общественного процветания нашей страны и благосостояния нашего общества, которое мы передадим потомкам..

Майкл Макдауэлл, (TD) член парламента

Министерство юстиции, равноправия и правовых реформ

Foreword



Frank Fahey T.D. Minister of State

By Mr Frank Fahey TD, Minister of State at the Department of Justice, Equality & Law Reform

The development of a structured approach to combating racism and discrimination in Ireland takes another step forward with the publication of this action plan.

In Ireland we have in place a progressive legislative framework in the equality area with two key independent bodies: the Equality Authority and the Equality Tribunal, to enforce the existing equality legislation. The National Action Plan Against Racism provides a fresh impetus and a new strategic direction for policy and practical action in the area of combating racism, in consultation and co-operation with the relevant interest groups in our community and I believe that the process of drawing-up the plan was a model of best practice

We have had long experience of dealing with the issue of discrimination against travellers in this country. It has taught us that accommodating diversity requires careful planning and ongoing commitment from all concerned. I believe that these experiences, both negative and positive, have taught us some invaluable lessons in dealing with our new minorities. The Travelling community is our oldest indigenous minority community. Their distinct culture is recognised in terms of specific Government programmes and the special status given to that community under our equality legislation. In deciding matters that affect their own future, the travelling community is now very much involved in working with Government and other partners in the development and implementation of policy and practice.

In the framework of the Plan, we have the opportunity for all minorities to play a full active part in helping to shape an integrated intercultural society. I believe that seizing this opportunity will be one of the key factors in the Plan's success. It is also important for our work that we have proper linkages with our European Union partners where we can share our experiences of what will be an increasingly important task for all the Member States.

Frank Fahey TD,

Minister of State at the Department of Justice, Equality and Law Reform.

Réamhfhocal le Frank Fahey TD, Aire Stáit ag an Roinn Dlí agus Cirt, Comhionannais agus Athchóirithe Dlí

Céim eile chun tosaigh i bhforbairt cur chuige struchtúrtha in aghaidh an chiníochais agus na leithcheala in Éirinn is ea foilsíú an phlean ghíomhaíochta seo.

Is ann in Éirinn do chreatlach forásach reachtaíochta i dtaca le comhionannas le dhá phríomheagraíocht neamhspleách: an tÚdarás Comhionannais agus an Binse Comhionannais, chun an reachtaíocht chomhionannais atá ann a chur i bhfeidhm. Tugann an Plean Gníomhaíochta Náisiúnta in Aghaidh an Chiníochais spreagadh úr agus treoir nua straitéiseach do pholasaí agus ghíomhaíocht phraiticiúil maidir le ciníochas a chomhrac, i gcomhairle agus i gcomhoibriú le grúpaí comhpháirtíochta ábharacha in ár bpobal agus creidim gur mhúnla dea-chleachtais a bhí i bproiséal curtha le chéile an phlean.

Tá taithí le fada againn sa tír seo ar dhéileáil le leithcheal in aghaidh an Lucht Siúil. Léirigh an taithí sin dúinn go bhfuil gá le pleanáil chúramach le soláthar don ilíocht maille le tiomantas leanúnach ó gach aon duine lena mbaineann. Creidim gur mhúin an taithí seo, idir dhearfach agus dhiúltach, ceachtanna luachmhara dúinn dár ndéileáil lenár mionlaigh nua. Is é pobal an Lucht Siúil an pobal mionlach dúchasach is sine sa tír. Aithnítear a gcultúr ar leith i sainchlár Rialtais agus sa stádas speisialta a thugtar don phobal sin in ár reachtaíocht comhionannais. I nglacadh cinneadh ar nithe a mbeadh éifeacht acu ar a dtodhchaí féin, tá pobal an Lucht Siúil an-sáite san obair leis an Rialtas agus le páirtithe eile i bhforbairt agus i bhfeidhmiúchán polasaí agus cleachtais.

Tá deis i gcreatlach an phlean do gach mionlach páirt ghníomhach chomhlán a ghlacadh i múnlu sochaí comhtháite idirchultúrtha. Creidim go mbeidh tapú na deise seo ina phríomhfhachtóir i dtoradh an phlean. Tá sé tábhachtach dár gcuid oibre go mbeadh nascanna cearta againn len ár bpáirtithe san Aontas Eorpach mar ar féidir linn ár dtaithí a roinnt ar thasc atá ag éirí níos tábhachtaí do gach Ballstát.

Frank Fahey TD

Aire Stáit

Avant-propos de

M. Frank Fahey, TD.

Ministre adjoint au

Ministère de la Justice, de l'Égalité et de la Réforme judiciaire

Le développement d'une approche structurée dans la lutte contre le racisme et la discrimination en Irlande fait un nouveau pas en avant avec la publication de ce plan d'action.

L'Irlande a vu la mise en place d'un cadre législatif progressiste dans le domaine de l'égalité avec la création de deux organismes indépendants essentiels: l'Autorité pour l'égalité et le Tribunal pour l'égalité, dont l'objectif est de faire appliquer la législation existante sur l'égalité. Le Plan d'action national contre le racisme donne une nouvelle impulsion et une nouvelle orientation stratégique à l'action politique et pratique dans la lutte contre le racisme, en consultation et en coopération avec les groupes d'intérêts concernés de notre communauté. Je crois que le processus de formulation du plan a été un modèle de bonne pratique.

Nous avons une longue expérience des problèmes de discrimination contre les personnes itinérantes dans ce pays. Nous avons appris qu'accepter la diversité exige une planification minutieuse et un engagement permanent de toutes les parties concernées. Je crois que toutes ces expériences, à la fois négatives et positives, nous ont fait tirer des leçons inestimables dans nos rapports avec nos nouvelles minorités. La communauté itinérante est notre plus ancienne communauté minoritaire indigène. Sa culture distincte est reconnue en termes de programmes spécifiques du gouvernement et par un statut spécial accordé à cette communauté conformément à notre législation sur l'égalité. Dans les questions déterminantes qui affectent son avenir, la communauté itinérante est désormais très impliquée, aux côtés du gouvernement et d'autres partenaires, pour travailler au développement et à la mise en oeuvre de politiques et de procédures.

La structure du Plan donne la possibilité à chaque minorité de tenir un rôle actif et de participer à la formation d'une société interculturelle intégrée. Je suis persuadé que saisir cette opportunité sera l'un des facteurs essentiels à la réussite du Plan. Il est également important pour notre travail de nouer les liens adéquats avec nos partenaires de l'Union Européenne afin de partager nos expériences concernant l'une des tâches sans cesse plus importantes de tous les états membres.

Frank Fahey, TD.

Ministre adjoint

Prefacio de

Mr Frank Fahey, Secretario de Estado del Ministerio de Justicia, Igualdad y Reforma Legislativa

El desarrollo de un planteamiento estructurado para combatir el racismo y la discriminación en Irlanda da otro paso hacia delante con la publicación de este plan de acción.

En Irlanda contamos con un marco legislativo progresista en el área de la igualdad compuesto por dos órganos independientes clave, la Equality Authority (Autoridad pro-igualdad) y el Equality Tribunal (Tribunal para la igualdad), cuya misión es ejecutar la legislación pro-igualdad existente. El Plan de Acción Nacional contra el Racismo aporta un nuevo ímpetu y una nueva dirección estratégica para la acción política y práctica en la lucha contra el racismo, en la consulta y la cooperación con los grupos de interés pertinentes de nuestra comunidad y creo que el proceso de trazado del plan fue un modelo de buenas prácticas

Tenemos mucha experiencia en el tratamiento del problema de la discriminación contra los “travellers” (la comunidad itinerante). Creo que estas experiencias, positivas y negativas, nos han enseñado algunas lecciones de valor incalculable que nos sirven para tratar con nuestras nuevas minorías. La comunidad itinerante es nuestra comunidad minoritaria indígena más antigua. Su cultura distintiva está reconocida en términos de programas gubernamentales específicos y a través del estatus especial concedido a dicha comunidad en virtud de nuestra legislación de igualdad. A la hora de decidir asuntos que afectan a su propio futuro, la comunidad itinerante actualmente está mucho más involucrada en el trabajo con el Gobierno y con otros socios para el desarrollo e implantación de políticas y prácticas.

En el marco del Plan concedemos a todas las minorías la oportunidad de jugar un papel totalmente activo en la formación de una sociedad intercultural integrada. Creo que uno de los factores clave del éxito de este Plan será que estas minorías aprovechen la oportunidad. También es importante para nuestro trabajo crear vínculos adecuados con otros socios de la Unión Europea con lo que poder compartir nuestras experiencias de lo que se convertirá en una tarea cada vez más importante para todos los Estados Miembro.

Frank Fahey

Secretario de Estado

Introdução pelo

Sr Frank Fahey TD, Ministro do Estado no

Departamento de Justiça, Igualdade e Reforma Legislativa

Com a publicação deste plano de ação, o desenvolvimento de uma abordagem estruturada para o combate ao racismo e a discriminação na Irlanda avança mais um pouco.

Na Irlanda, colocamos em prática uma estrutura legislativa progressiva no setor da igualdade, com dois órgãos-chave independentes: a Autoridade da Igualdade e o Tribunal da Igualdade, para fazer cumprir a legislação de igualdade existente. Com o Plano de Ação Nacional contra o Racismo, há um novo ímpeto e uma nova direção estratégica para a política e a ação prática no combate ao racismo, com a consultoria e a cooperação dos grupos de interesse relevantes em nossa comunidade. Em minha opinião, o processo de elaboração do plano foi exemplar.

Temos longa experiência no combate à discriminação contra os “travellers” (comunidade itinerante) neste país. Assim, aprendemos que, para acomodar a diversidade, são necessários um planejamento cuidadoso e um compromisso constante de todas as partes envolvidas. Acredito que tanto as experiências negativas quanto as positivas tenham nos proporcionado lições valiosas para lidar com nossas minorias. A comunidade itinerante é nossa comunidade minoritária nativa mais antiga. Sua cultura distinta é reconhecida mediante programas específicos do governo e o status especial dado a essa comunidade, de acordo com nossa legislação de igualdade. Ao tomar decisões que afetam seu próprio futuro, a comunidade dos viajantes mostra-se agora bastante envolvida no trabalho com o governo e com outros parceiros, para o desenvolvimento e a implementação da política e da prática.

Em conformidade com esse plano, todas as minorias têm a oportunidade de desempenhar um papel totalmente ativo para ajudar a formar uma sociedade intercultural integrada. Em minha opinião, para o sucesso do plano, é crucial aproveitar essa oportunidade. Em nosso trabalho, também é importante estabelecer os vínculos adequados com nossos parceiros na União Européia, para que possamos compartilhar nossas experiências referentes a essa missão, que terá importância cada vez maior para todos os Estados Membros.

Frank Fahey TD

Ministro do Estado

توطئة بقلم فرانك فاهي، عضو البرلمان تي دي، وزير دولة في وزارة العدل، المساواة والإصلاح القانوني

إن تطوير طريقة بناءة لمكافحة العنصرية والتمييز في أيرلندا يتخذ خطوة أخرى إلى الأمام بنشر خطة العمل هذه. ولدينا في أيرلندا في المكان إطار عمل تشريعي يسير على نحو متقدم في ميدان المساواة مع هينتين مستقلتين رنيسيتين وهما: هيئة المساواة ومحكمة المساواة لفرض تشريع المساواة الحالي. وخطة العمل الوطنية المناهضة للعنصرية تزود زخماً جديداً واتجاهاً لاستراتيجية جديدة وأجراء عملي في ميدان مكافحة العنصرية، بالاستشارة والتعاون مع المجموعات ذات الصلة والاهتمام في جماعتنا السكانية وأنا اعتقد بأن عملية وضع الخطة كانت نموذجاً للممارسة الفضلى.

وقد حطينا بتجربة طويلة في التداول بمسألة التمييز ضد المسافرين المتنقلين في هذا البلد. وقد علمنا ذلك بأن استيعاب التنوع يتطلب تخطيطاً بعناية والتزاماً متواصلًا من كافة ذوي الاهتمام. وأعتقد بأن هذه التجارب كلاهما السلبية والإيجابية قد علمتنا بعض الدروس التي لا نتمن بالتعامل مع أقليتنا الجديدة. وأن الجماعة السكانية للمسافرين المتنقلين هي أقدم جماعة سكانية لأقلية السكان الأصليين لدينا. وأن ثقافتهم المتميزة يجري إدراكها بمفاهيم برامج الحكومة المحددة والموقع الخاص المعطى لتلك الجماعة السكانية تحت تشريعنا الخاص بالمساواة. وفي القرار بهذه المسائل التي تؤثر على مستقبلنا فإن الجماعة السكانية للمسافرين المتنقلين هي الآن مشتركة على نحو بالغ بالعمل مع الحكومة ومع الشركاء في تطوير وتنفيذ السياسة والممارسة.

وفي إطار الخطة فإن لدينا الفرصة لكافة الأقليات لكي تلعب دوراً تاماً ونشطاً في صياغة مجتمع ثقافي متكامل. وأنا أعتقد بأن الإمساك بهذه الفرصة سوف يكون أحد العوامل الرئيسية لنجاح الخطة. كما أنه من المهم لعملنا بأن تكون لدينا روابط صحيحة مع شركاء الاتحاد الأوروبي حيث بإمكاننا المشاركة بتجاربنا بما سوف يكون مهمة متزايدة الأهمية لكافة البلدان الأعضاء فيه.

فرانك فاهي، عضو البرلمان تي دي
وزير دولة

ملاحظة المترجم:

تي دي هو مصطلح عضو البرلمان في اللغة الأيرلندية

前言

这份‘全国反种族歧视纲领’是爱尔兰进一步有计划地打击种族及各类歧视的结果。

‘平等机关’及‘平等审裁处’组成了爱尔兰维护平等权利的先进立法架构，两者都是非常重要的独立机构，责任在於施行现有的平等权利法规。‘全国反种族歧视纲领’将促进我们在打击歧视方面的工作，为有关政策和实践提供策略性的新方向。政府打击歧视，一直保持与社会各团体咨询、协议，我认为起草这份纲领的过程本身，就是政府和各类社团合作的模范例子。

我们国家长期面对‘游散民族’（即自愿选择居无定所的人）受到歧视的问题，在这方面很有经验。我们了解到，要使不同背景的人平等、和平共处，需要谨慎的计划和各方人士不断的努力。我相信这些正面或负面的经验，都给了我们宝贵的教训，让我们学习如何面对新来的少数族裔。在我们国家，‘游散民族’是历史最悠久的少数族裔社群，政府制定了特殊的项目和平等法规条例，保障他/她们特殊的游散文化和地位。如今，‘游散民族’和政府及其它社会伙伴合作，积极参与制定影响他/她们未来的措施，让有关政策及实践做得更好。

这份‘全国反种族歧视纲领’让我们所有的少数族裔都有机会直接、全面参与建设多元文化共融的爱尔兰。我想：把握这个时机，让大家一起努力，会是本纲领成功的一个关键。同时，我们的工作需要和整个欧洲共同体的伙伴国家联系起来，让我们分享经验 - 融合不同民族、建立多元社会将是欧共成员国越来越重要的工作。

Frank Fahey TD先生

平等及法律改革部兼律政署政务大臣

**Вступление г-на Франка Фахи, члена парламента, государственного
министра**

Министерство юстиции, равноправия и правовых реформ

С опубликованием этого плана действий развитие структурного подхода в борьбе с расизмом и дискриминацией в Ирландии сделало еще один шаг вперед.

Для претворения в жизнь действующего законодательства по равноправию в Ирландии существует прогрессивная законодательная структура по вопросам равноправия с двумя главными независимыми организациями: ведомство равноправия и трибунал равноправия. Государственный план действий против расизма дает мощный импульс и новое стратегическое направление для разработки политики и практических действий в сфере борьбы с расизмом, консультирования и сотрудничества с группами с общностью интересов в нашем сообществе. Я считаю, что процесс составления этого плана служит примером передовой практики.

У нас накоплен немалый опыт решения проблем дискриминации кочующих народностей в нашей стране. Этот опыт научил нас, что многообразие требует тщательного планирования и постоянной приверженности всех вовлеченных. Я считаю, что этот опыт - как положительный, так и отрицательный - преподнес нам бесценный урок того, как вести себя с нашими новыми национальными меньшинствами. Кочующая община является нашей старейшей общиной национальных меньшинств. Их ярко выраженная культура признана в специальных программах правительства, община получила специальный статус согласно нашему законодательству о равноправии. При решении вопросов, затрагивающих их будущее, община сейчас плодотворно сотрудничает с правительством и другими партнерами для развития и внедрения политики и практики.

В рамках плана мы предоставляем возможность всем меньшинствам принять активное участие в строительстве единого интернационального общества. Я считаю, что использование этой возможности будет одним из ключевых факторов успеха плана. Для нашей работы также важны связи с нашими партнерами по Европейскому Союзу, где мы можем обменяться опытом, что является важной задачей всех стран-членов ЕС.

Summary

Planning for Diversity, The National Action Plan Against Racism (NPAR)

Part One: The Introduction provides an overview of why the National Action Plan Against Racism is being developed by the Irish Government, its overall aim, a summary of the framework underpinning the Plan and a summary of the extensive consultative process that informed the Plan’s development.

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

The emphasis throughout the Plan is on developing reasonable and common sense measures to accommodate cultural diversity in Ireland. The NPAR seeks to take into account the significant economic, social and cultural changes which have taken place in Irish society in recent years and which are still taking place.

The overall aim of the Plan is to provide strategic direction to combat racism and to develop a more inclusive, intercultural society in Ireland based on a commitment to inclusion by design, not as an add-on or afterthought and based on policies that promote interaction, equality of opportunity, understanding and respect.

The Plan has been informed by a comprehensive twelve-month public consultative process, overseen by a national steering group established under the aegis of the Department of Justice, Equality and Law Reform which involved a wide range of key stakeholders from Government bodies, the social partners and broader civil society, including cultural and ethnic minorities.

Part Two: The Framework provides an outline of the intercultural framework underpinning the Plan, the overall approach to implementation, the factors that will maximise the impact of the Plan and the need for targeted strategies focussing on the integration of Travellers, Migrants and Refugees. The link between the NPAR and equality policy, public service modernisation and anti poverty policy is highlighted and the challenges involved in setting targets, measuring progress and developing statistical/data strategies related to the NPAR, are also acknowledged.

The intercultural framework underpinning the NPAR is based on five objectives and can be summarised as follows:

Summary of the Intercultural Framework underpinning the NPAR

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

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

- **Mainstreaming (M)** an intercultural approach into policy-making processes and into all relevant policy areas, with reference to Ireland’s commitments to equality and human rights.
- **Targeting (T)** of specific strategies to overcome the inequalities experienced by specific groups informed by an evidence-based approach to policy making.
- **Benchmarking (B)** progress through targets and timescales and the development of statistical strategies to provide the necessary data to measure such progress.
- **Engagement (E)** of key stakeholders and drivers to support the implementation of the NPAR including policy makers, specialised and expert bodies, the social partners and local communities, including groups representing cultural and ethnic minorities.

There is a range of factors that will influence the overall impact of the Plan, including a clear implementation strategy, consistency and linkages across all relevant areas of Government policy, the support of a wide range of stakeholders and securing the necessary resources to realise the aims and objectives of the Plan.

The Plan is not an end in itself and in particular envisages further more detailed, targeted strategies focussing on the integration of Travellers, migrants and refugees and a separate initiative linked to the social support services provided to asylum seekers, consistent with Government policy.

The Plan seeks to be inclusive of the multiple forms of diversity and discrimination, with reference to the nine grounds identified in the equality legislation, which are: Gender; age; marital status; family status; disability; race; sexual orientation; Traveller and religion.

Part Three: The Context provides the contextual environment in which the NPAR is being developed. This includes an overview of cultural diversity in Ireland, the different manifestations and forms of racism in Ireland and the policy context at European/international and national level in which the Plan is located.

There has been a broadening of cultural diversity in Ireland in recent years, adding to the significant diversity that has always existed. The 2002 Census provides an up to date picture of some of the different dimensions of cultural diversity in Ireland. UK and EU nationals are the most significant non-national group in Ireland, accounting for 3.4% of the population, Asian (0.5%), African (0.5%) and non-EU Europeans (0.5%). Travellers are the largest indigenous minority, with approximately 24,000 people, representing 0.6% of the population.

The increase in cultural diversity in Ireland over the past decade is primarily the result of labour migration to Ireland, linked to significant economic growth rates and concomitant demands for skilled and unskilled labour. There has also been a significant increase in numbers of refugees and asylum seekers in Ireland, including

those granted protection as programme and convention refugees and an increasing number of English language, third level students and visitors have come to Ireland in recent years for the purpose of study and tourism.

Bodies like the Organisation for Economic Cooperation and Development (OECD) have recognised the vital contribution that labour migrants have made to recent rapid economic growth rates in Ireland. Many important sectors of the Irish economy are now dependent on the contribution of people from cultural and ethnic minorities, including the health sector, the agri/food sector, the information and technology sector and the service and tourism sectors.

In the past decade, Ireland has become a country of net inward migration for only the second period since the foundation of the State. Almost half of all recent immigration to Ireland has been comprised of returning Irish nationals, although this trend is beginning to change in favour of nationals from outside the EU and EU accession countries. The expansion of the EU to 25 member states in 2004 and to 27 by the end of the decade will continue to ensure that the context in which anti racism and intercultural policy is developed in Ireland will continue to change.

Racism takes different, sometimes overlapping, forms and impacts on a range of groups in Ireland, including:

- Racism experienced by Travellers.
- Racism experienced by recent migrants, including labour migrants and refugees and asylum seekers.
- Racism experienced by black and minority ethnic people.
- Racism experienced by Jews and Muslims in the form of anti-Semitism and Islamophobia.
- The intersection of racism with other forms of discrimination.

The different, sometimes overlapping, manifestations of racism can include:

- Discrimination;
- Assaults, threatening behaviour and incitement to hatred;
- Institutional/systemic forms of racism, and
- Labelling.

Part Three of this Plan also outlines the broad range of policy in place at a European/international and national level that provides the backdrop for the development of the NPAR. Key developments at a European/international level include the move towards the harmonisation of anti discrimination policy, the increasing role of EU bodies and the additional responsibilities to combat racism arising from Ireland's ratification of the International Convention on the Elimination of all Forms of Racial Discrimination (CERD).

At a national level, Ireland has developed a comprehensive range of policies on equality and the Government provides support to a range of specialised and expert bodies including the Equality Authority and the Irish Human Rights Commission. Recent national initiatives include the government funded ‘Know Racism’ public awareness programme.

Part Four: The Outcomes provides the core of the NPAR and focuses on the wide range of expected outcomes and measures through which the Plan will be implemented under the five framework objectives of protection, inclusion, provision, recognition and participation.

Objective One: Protection is concerned with effective protection and redress against racism, including a focus on combating discrimination, assaults, threatening behaviour and incitement to hatred. The expected outcomes are summarised as follows:

1.1	Ensure effective protection and redress against discrimination through an enhanced equality policy framework.
1.2	Develop a new multi-faceted strategy to provide a more effective and coordinated response to racist incidents.
1.3	Ensure effective protection against incitement to hatred.
1.4	Enhance the role of the Gardaí to provide protection against racism.
1.5	Develop effective monitoring and analysis of data on racist incidents.
1.6	Develop Anti Racism and Diversity Plans (ARD) at city and/or county level.
1.7	Maximise participation in policy developments at European and global levels to combat racism.
1.8	Maximise cooperation to combat racism within Ireland on a north/south basis and between Ireland and Britain.

Objective Two: Inclusion is concerned with economic inclusion and equality of opportunity for cultural and ethnic minorities, including a focus on employment, the workplace and poverty. The expected outcomes are summarised as follows:

2.1	Inclusion through macro economic and social policy planning.
2.2	Inclusion through employment rights, responsibilities and workplace policy.
2.3	Inclusion through public service modernisation.
2.4	Inclusion through national plans and programmes that tackle poverty and social exclusion.
2.5	Inclusion of migrant workers, consistent with the requirements of policy on immigration, employment and equality.
2.6	Inclusion through vocational training and employment service strategies.
2.7	Inclusion through the development of a comprehensive approach to social and equality statistics.

Objective Three: 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, including: education; health; social services and childcare; accommodation and the administration of justice. The expected outcomes are summarised as follows:

Service Provision: Common Outcomes

3.1	Develop a template for service providers to underpin the National Action Plan Against Racism. (M)
3.2	Build an intercultural dimension into the Public Service Modernisation Programme as part of the equality/diversity theme. (M)
3.3	Mainstream/develop anti racism and intercultural training in all government departments and statutory agencies. (M)
3.4	Develop the business case for diversity in the private sector. (M)
3.5	Develop targeted initiatives focussing on access to key public services, for Travellers, refugees and migrants. (T)
3.6	Develop a comprehensive framework of social and equality statistics to meet policy and service provision needs. (B)
3.7	Develop a clear policy on how diverse external customers/key stakeholders will be consulted on policy and service provision on an ongoing basis. (E)

Education

4.1	Develop a national intercultural education strategy with reference to equality/diversity policy. (M)
4.2	Develop a more inclusive and intercultural school practise and environment through the whole school planning process, admissions policies, codes of behaviour, and whole school evaluation. (M)
4.3	Accommodate cultural diversity within the curricula. (M)
4.4	Develop an intercultural implementation strategy within youth work. (M)
4.5	Enhance access and education service delivery to Travellers. (T)
4.6	Enhance the participation of refugees and asylum seekers in education up to 18 years of age, as well as the participation of refugees and those with humanitarian leave to remain in the State in Further and Higher Education provision. A specific focus on the needs of females will be part of this process. (T)
4.7	Enhance access and education service delivery to unaccompanied minors. (T)
4.8	Enhance provision of English as a second language. (T)
4.9	Evolve education related data systems to provide a comprehensive picture of diversity and policy progress. (B)
4.10	Strengthen the participation of key stakeholders in the development of an intercultural approach to education. (E)

Health, Social Services and Childcare

5.1	Develop a national intercultural health service strategy with reference to equality/ diversity policy. (M)
5.2	Build an intercultural dimension into health impact assessments. (M)
5.3	Develop a more inclusive, intercultural approach to social service provision, with reference to equality/diversity policy. (M)
5.4	Develop a more inclusive, intercultural approach to childcare policy, with reference to equality/diversity policy. (M)
5.5	Develop a more inclusive intercultural approach to policy focussing on the family, with reference to equality/diversity policy.
5.6	Develop proactive strategies to address health inequalities. (T)
5.7	Evolve data systems within health, social service and childcare provision to accommodate cultural diversity. (B)
5.8	Enhance participation/consultation with cultural and ethnic minorities within the health, social service and childcare sectors. (E)

Accommodation

6.1	Build an intercultural dimension into key housing and related policy instruments, with reference to equality/diversity policy. (M)
6.2	Address housing related inequalities that impact on cultural and ethnic minorities. (M)
6.3	Ensure greater progress is made in the implementation of the local authority Traveller Accommodation Programmes. (T)
6.4	Ensure there is an equitable approach to the provision of accommodation for asylum seekers, consistent with Government policy. (T)
6.5	Provide a holistic approach to the transition supports provided to refugees moving from direct provision to independent living. (T)
6.6	Develop the potential of estate management policies to combat racism. (T)
6.7	Evolve statistical programmes and data systems related to accommodation to cater for cultural diversity. (B)
6.8	Enhance participation in the consultative processes related to accommodation policy and provision. (E)

Administration of justice

7.1	Mainstream an intercultural strategy within the Prison Service. (M)
7.2	Develop an intercultural strategy within the Courts Service. (M)
7.3	Develop an intercultural strategy within the Probation and Welfare Service. (M)
7.4	Develop an intercultural strategy within the refugee application and appeals process. (M)
7.5	Develop targeted intercultural strategies focussing on the inclusion of Travellers, refugees and migrants in services related to the administration of justice. (T)
7.6	Evolve statistical programmes and data systems related to the administration of justice. (B)
7.7	Enhance participation and consultative processes related to the administration of justice. (E)

Objective Four: Recognition is concerned with recognition and awareness of cultural diversity and racism including a focus on awareness raising; the media and arts, sports and tourism. The expected outcomes are as follows:

8.1	Consolidate and evolve national anti racism and intercultural awareness-raising strategies.
8.2	Work with the media to combat racism, promote interaction and to raise awareness and understanding of cultural diversity.
8.3	Develop the potential of arts/culture policy to promote interaction and understanding of cultural diversity.
8.4	Develop the potential of sports and leisure to promote interaction and understanding of cultural diversity.
8.5	Develop the potential of tourism to promote interaction and understanding of cultural diversity.

Objective Five: Participation is concerned with full participation in Irish society including a focus on the political level, the policy level and the community level. The expected outcomes are as follows:

9.1	Ensure as far a possible that elections are conducted in a manner that does not contribute to racism.
9.2	Enhance the participation of cultural and ethnic minorities in political processes.
9.3	Enhance the participation of cultural and ethnic minorities in policy consultative forums and research.
9.4	Develop an Intercultural Forum to give further consideration of issues related to cultural diversity in Ireland.
9.5	Enhance the participation of cultural and ethnic minorities in community and local development.

Part Five: Implementation sets out how the plan will be implemented including the participation of key stakeholders, the coordination and drivers for the Plan and wider linkages and funding.

Key stakeholders include the Government and the Oireachtas, Government departments, local authorities, specialised and expert bodies, state agencies, the social partners, including the community and voluntary sector, cultural and ethnic groups, research and policy bodies

The Plan will be monitored through a High Level Strategic Monitoring Group and will be supported by the Department of Justice, Equality and Law Reform.

The funding strategy for the NPAR can be summarised as follows:

- Refocusing of existing resources through the development of an intercultural dimension to mainstream public policy.
- Identification of specific resources within the annual budget process for the implementation of the Plan.
- The commitment to realise aspects of the NPAR as resources become available.

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Abbreviations

ARD	Anti Racism and Diversity Plans.
CERD	International Convention for the Elimination of all Forms of Racial Discrimination.
CIF	Constructin Federation Industry.
CSO	Central Statistics Office.
ECRI	European Commission on Racism and Intolerance.
EEA	European Economic Area.
ESRI	Economic and Social Research Institute.
EUMC	European Monitoring Centre on Racism, Xenophobia and Anti Semitism.
HSEA	Health Services Employee Agency.
IBEC	Irish Business and Employers Conferderation.
ICOS	Irish Council for International Students.
IFA	Irish Farmers Association.
LGMSB	Local Government Management Services Board.
NAPS	National Anti-Poverty Strategy
NAPs/inclusion	National Action Plan Against Poverty & Social Exclusion
NCCRI	National Consultative Committee on Racism and Interculturalism
NSB	National Statistics Board
ODEI	The Equality Tribunal: The Office of the Director of Equality Investigations.
NPAR	National Action Plan Against Racism.
OECD	Organisation for Economic Cooperation and Development.
RIA	Reception and Integration Agency
SFA	Small Firms Association.
SMI	Strategic Management Initiative (Public Service Modernisation Programme).
UNHCR	Office of the United Nations High Commissioner for Refugees.
UNHCHR	Office of the United Nations High Commissioner for Human Rights.
WCAR	World Conference Against Racism.

Glossary of Key Concepts

Developing a more inclusive, intercultural society

Developing a more inclusive and intercultural society is about inclusion by design, not as an add-on or afterthought. It is essentially about creating the conditions for interaction, equality of opportunity, understanding and respect. In taking this approach we embrace the concept that ‘one size does not fit all’, and that by planning for and accommodating cultural diversity, everyone will benefit from the process. The intercultural framework underpinning this Plan includes the five objectives of Protection; Inclusion; Provision; Recognition and Participation.

Reasonable accommodation of diversity and positive action

‘Reasonable accommodation of diversity’ in the context of this Plan means a taking account of the practical implications of cultural diversity in the design and implementation of policies, programmes and organisational practices. It is about making adjustments and providing special treatment and facilities to secure an inclusion for black and minority ethnic people.

Positive Action

Positive action means taking steps to secure full equality in practise for black and minority ethnic people. It involves targeting resources to address situations and experiences that are a product of discrimination and exclusion, to address needs that are specific to black and minority ethnic communities and to create the conditions for their participation in mainstream provision.

Racism

Racism is a specific form of discrimination and exclusion faced by cultural and ethnic minorities. It is based on the false belief that some ‘races’ are inherently superior to others because of their cultural or ethnic background, different skin colour and nationality.¹ Racism denies people their basic human rights, dignity and respect. The International Convention on the Elimination of all Forms of Racial Discrimination defines racial discrimination as:

‘Any distinction, exclusion, restriction or preference based on race, colour, descent, or national or ethnic origin which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise, on an equal footing, of human rights and fundamental freedoms in the political, economic, social, cultural or any other field of public life’.²

Integration

The term ‘integration’ is widely used in a policy context at both national and European level. Integration is commonly understood to be a two way process that places duties and obligations on both cultural and ethnic minorities and the State to create a more inclusive society. In the context of this Plan ‘integration’ simply means

¹ All human beings belong to the same species. This Plan rejects the existence of different races but accepts that the term ‘race’ continues to be applied in a legal context at international and national levels.

² International Convention on the Elimination of all forms of Racial Discrimination, 1969. Article One.

a range of targeted strategies for the inclusion of groups such as Travellers, refugees and migrants as part of the overall aim of developing a more inclusive and intercultural society.

Part One: Introduction

1.1 Why a National Action Plan Against Racism?

Planning for Diversity, the National Action Plan Against Racism (NPAR) reaffirms the Irish Government's commitment that racism has no place in Irish society. It recognises and welcomes the fact that Ireland is now a more diverse society in which people of different cultural and ethnic backgrounds enrich our society.

The aim of the NPAR is to provide strategic direction to combat racism and to develop a more inclusive, intercultural society in Ireland. It has been developed with reference to the commitments given by participating Governments, including Ireland, at the United Nations World Conference Against Racism in Durban held in South Africa in 2001 and the commitment to develop the Plan was reaffirmed in *Sustaining Progress*, the Social Partnership Agreement 2003-2005.

The NPAR is an ambitious, forward-looking strategy informed by an extensive national consultative process over a twelve-month period. The emphasis throughout the Plan is on the accommodation of diversity through reasonable and common sense strategies that have the potential to receive broad support across Irish society.

The NPAR seeks to take into account the significant economic, social and cultural changes that have taken place in Irish society in recent years and which are still taking place, with the most recent census (2002) showing that there has been a significant broadening of national and religious diversity in Ireland.

This broadening of diversity has significantly added to the rich cultural diversity that has always existed in Ireland, which includes the Traveller community, the Jewish and Muslim communities, and growing Asian and African communities.

The NPAR seeks to take into account and be consistent with statutory equality policy within Ireland, recent and forthcoming EU anti discrimination and integration policy and key international human rights instruments, in particular the International Convention on the Elimination of all Forms of Racial Discrimination, 1969 (CERD).

We all have a role to play in combating racism and building a more inclusive, intercultural society in Ireland. The NPAR seeks to acknowledge and build on the efforts of many people working in their neighbourhoods, in their places of work at a personal, organisation and policy level who have sought to make a difference. It seeks to be inclusive of people who have embraced change and also those who may have found the recent broadening of diversity to be a difficult and challenging process.

The underlying conceptual approach to this Plan is the need to identify and to put in place the foundations of a more inclusive, intercultural society. In short, the Plan is about promoting interaction, equality of opportunity, understanding and respect

and an endorsement of the movement away from the ‘one caps fits all approach’ to policy making and planning.

In addition to Ireland’s commitments to equality and human rights, there are other cases that can be made to provide a strong rationale for the National Action Plan Against Racism, including:

- ***The business case:*** There is a strong ‘business case’ for the NPAR. At a global level, the world’s economy is becoming increasingly globalised and Ireland must continue to ensure it plays an important role in this process. This requires greater understanding of the needs and greater interaction with our existing and potential international trading partners. At a national level, it has been widely recognised that labour migration has contributed in a significant way to sustaining economic growth in Ireland in recent years. At an organisational level, there is increasing recognition, particularly by transnational companies, that an intercultural workplace is both increasingly the norm and that proactive planning to accommodate such diversity can make a significant contribution to overall organisational effectiveness.
- ***The social cohesion case:*** It has long been recognised that racism has the potential to become a major challenge to social cohesion and stability within a country or a region. Through the development of bodies such as the United Nations and the European Union, there have been increased opportunities to enhance cooperation in combating both existing and newer forms of racism at both a regional and global level.
- ***The reputation case:*** Ireland has an international reputation built on proactively supporting human rights and speaking out on human rights abuses at a global level. Ireland has an international image of being a warm and welcoming place to visit and to live. It is important that racism is not allowed to undermine or tarnish this reputation.

1.2 Overall Aim

The overall aim of the National Action Plan Against Racism is to provide strategic direction to combat racism and to develop a more inclusive, intercultural society in Ireland. These concepts are explained as follows:

To Combat Racism³

Racism is a specific form of discrimination and exclusion faced by minority ethnic groups. It is based on the false belief that some ‘races’ are inherently superior to others because of different skin colour, nationality, ethnic or cultural background. Racism denies people of their basic human rights, dignity and respect. Racism is a complex and multi faceted concept, ranging from small, everyday acts of discrimination, through the barriers and omissions that may be inadvertently established at an institutional level, to acts of threatening behaviour and violence.

³ Also see glossary of key concepts.

The framework approach adopted in this Plan, seeks to provide a strategic response to all forms of racism in Ireland.

To develop a more inclusive, intercultural society.

Interculturalism is essentially about creating the conditions for interaction, understanding, equality of opportunity and respect.

Developing a more inclusive and intercultural society is about inclusion by design, not as an add-on or afterthought. In taking this approach we embrace the concept that ‘one size does not fit all’, and that by planning for and accommodating diversity, we will all benefit from the process.

Developing a more inclusive society is about taking steps to prevent racism, making adjustments to accommodate cultural diversity and providing positive action to support full equality in practise for black and minority ethnic communities. It is about both mainstream actions and targeted strategies aimed at the integration of both recent migrants and existing minorities, including Travellers.

To provide strategic direction

In the context of this plan, ‘providing strategic direction’ can be defined as providing a focus for coherence, consolidation and innovation, defined as follows:

Coherence: The NPAR will be developed through an intercultural framework to ensure both internal coherence within the plan and coherence across relevant and linked Government policy priorities.

Consolidation: With a range of policy already in place, part of the role of the NPAR will be to build, bring together and to enhance existing policy to meet new challenges, priorities and contexts.

Innovation: The NPAR provides an important opportunity to develop new approaches and measures, to develop a more inclusive, intercultural society, based on research and an evidence based approach to policy development.

1.3 Framework

The NPAR will be implemented through an intercultural framework based around five objectives, which provide an indication of both the ambition and the priorities of the Plan. This framework is summarised as follows:⁴

⁴ See Part Two for full version of the Intercultural Framework.

Summary of the Intercultural framework underpinning the NPAR

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

1.4 Structure of Planning for Diversity: The National Action Plan Against Racism

The Structure of the National Action Plan Against Racism is as follows:

Part One: The Introduction sets out the key concepts that underpin the NPAR, its aim, its structure, the case for the Plan and a brief summary of the consultative process that lead to the Plan.

Part Two: The Framework outlines the intercultural framework underpinning the NPAR based on its overall aim and five key objectives.

Part Three: The Context provides the contextual background to the NPAR including a focus on the significant demographic, economic and social changes that have taken place in recent years in Ireland and the broader policy context in which the NPAR is located.

Part Four: The Outcomes, the core of the NPAR, outlines the expected outcomes from the NPAR and details the measures that will be undertaken to achieve these expected outcomes.

Part Five: The Implementation sets out the strategy for implementing the NPAR, which seeks to provide a balance of involving a wide range of stakeholders with the necessary strategic coordination and consistency of approach needed to drive the Plan forward.

1.5 Consultative Process

‘Planning for Diversity’ is the result of an extensive public consultation process that took place between March 2002 and February 2003, which was overseen by a national steering group that included social partner organisations, Government departments, specialised and expert bodies and a wide range of groups working with cultural and ethnic minorities.

A summary report of the consultative process, 'Diverse Voices', was published in July 2003 and is available with a range of related background documents on the website of the Department of Justice, Equality and Law Reform.⁵ The concept of adopting a framework approach to the development of the NPAR was a key outcome from the consultative process.

There was a considerable level of agreement and some strong divergence of opinion as would be expected from any consultative process. This Plan has sought to adopt and adapt as much as possible from the consensus that was strongly evident in much of the outcomes of the consultative process 'Diverse Voices', with reference to the outcomes of the World Conference Against Racism and preparatory conferences at a European and National Level.⁶

⁵ Diverse Voices, (2003). A Summary of the Outcomes of the Consultative Process and a Proposed Framework for the National Action Plan Against Racism. www.justice.ie.

⁶ Towards a National Action Plan Against Racism, (2002). A Report to inform the Consultative Process. www.justice.ie

Part Two: The Framework

2.1 A clear structure for the Plan

Planning for Diversity, The National Action Plan Against Racism is presented in the form of an Intercultural Framework, rather than a prescriptive ‘road map’⁷. Such an approach recognises that Ireland is going through a rapid period of change and the Plan needs to both provide both clear strategic direction but also to retain sufficient flexibility to be updated and refocused in the light of changes in the broader policy context at national and European levels.

A framework approach has the advantage of providing clearer ways of linking in with existing government policy, priorities, plans and programmes, including those outlined in Sustaining Progress and the Programme for Government.

The aim of the National Action Plan Against Racism (NPAR) is to provide strategic direction:

- To combat racism.
- To develop a more inclusive, intercultural society.

To fully realise this aim, the National Action Plan Against Racism is based on an intercultural framework around five objectives, which are outlined in full as follows:

Intercultural Framework Underpinning the NPAR

Protection:	Effective protection and redress against racism.	Including a focus on discrimination, assaults, threatening behaviour, and incitement to hatred.
Inclusion:	Economic inclusion and equality of opportunity.	Including focus on employment, the workplace and poverty.
Provision:	Accommodating diversity in service provision.	Including a focus on common outcomes, ⁸ education, health, social services and childcare, accommodation and the administration of justice.
Recognition:	Recognition and awareness of diversity.	Including a focus on awareness raising, the media and the arts, sport and tourism.
Participation:	Full participation in Irish society.	Including a focus on the political level, the policy level and the community level.

⁷ This Framework has been evolved from a number of sources including the NPAR consultative process, the NESF, (2002) A Strategic Framework for Equality issues and Council of Europe, (2002) Checklist of Areas for National Action Plans.

⁸ Outcomes applicable to all service providers

2.2 A ‘whole system’ approach to delivering the plan.

A ‘Whole System’ approach will be applied to implementing the National Action Plan Against Racism. There are four key strategies that together combine to become a whole system approach, which are:

- Mainstreaming. (M)
- Targeting. (T)
- Benchmarking. (B)
- Engagement. (E)

These concepts are defined as follows:

Mainstreaming:

- Link and build synergies with existing policy-making processes at both a national and European policy level.
- Infuse intercultural/anti racism approaches into all relevant policy areas, with reference to Ireland’s commitments to equality and human rights.

Targeting:

- The development of specific policy priorities tailored to meet the needs of different groups based on research, needs analysis and consultation.
- Additional resources to meet the additional needs of groups experiencing inequalities and other forms of disadvantage.

Benchmarking:

- Setting targets and timescales for the achievement of targets.
- Developing data through which progress can be measured in meeting targets and timescales.

Engagement:

- The engagement of key stakeholders, including bodies involved in policy-making and the social partners in the NPAR.
- The engagement of specialised and expert bodies.
- The engagement of local communities and national interests, including those representing the interests of cultural and ethnic minorities.

2.3 Factors that will maximise the impact of the NPAR.

There are a range of factors that will maximise the impact of the NPAR, including:

- A clear implementation strategy at both a national and local level, with clear linkages at European and international levels.
- Consistency and linkages with related areas of Government policy, for example broader policy that impacts on Travellers, refugees and asylum seekers and migrants workers.
- The support of a wide range of key stakeholders.
- Securing the necessary resources to realise the aim and objectives of the NPAR.

2.4 Targeted strategies focussing on the integration of Travellers, Migrants and Refugees.

The NPAR seeks to provide the framework for an overall strategy for developing a more inclusive, intercultural society in Ireland in which racism is effectively challenged.

This framework recognises the need for further, targeted and tailored strategies that focus in more detail on the integration of groups identified with additional needs in particular Travellers, Migrants and Refugees. Of particular relevance to this process are two existing Government strategies related to the integration of Travellers and Refugees, which are summarised as follows:

Targeted Group	Key Existing Integration Policy Instruments
Travellers	The Report of the Task Force on the Travelling Community. (1995).
Refugees	Integration: A Two Way Process (1999).

The NPAR, in part, seeks to both build on and evolve these policies and to develop a targeted strategy aimed at the integration of migrants, in particular to:

- Renew and update the agenda set out in the Report of the Task Force on the Travelling Community through the publication of the Second Progress Report identifying progress to date and through a forward looking renewal of strategy report. This process to be completed within six months of the publication of the NPAR and will involve key stakeholders.
- Based on the framework and recommendations set out in this Plan, to develop a refugee integration implementation strategy, consistent with overall Government policy. This process to include more detailed consultation with key stakeholders and will be completed within one year of the publication of the NPAR.

- Based on the framework and recommendations set out in this Plan, to develop a migrant integration implementation strategy, consistent with Government policy. This process to include more detailed consultation with key stakeholders and will be completed within one year of the publication of the NPAR.

2.5 The link between equality policy, public service modernisation and anti poverty policy.

Government Departments and other key service providers are increasingly required to take into account a range of policy implications arising from the equality legislation, public service modernisation and policies to address poverty. The NPAR seeks to be consistent and to link closely with statutory equality policy, the public service modernisation programme (Strategic Management Initiative) and the National Action Plan Against Poverty and Social Exclusion (NAPs/inclusion).

The development of a template to underpin the NPAR will ensure that service providers can develop policies to combat racism and support interculturalism with reference to broader equality/diversity policy in Ireland and which will also reference the SMI, NAPs/inclusion. The development of a template will also facilitate the integration of the NPAR with forthcoming strategies focussing on women and carers, and with strategies already developed in relation to people with disabilities, gay, lesbian and bisexual people, and older people.

The World Conference Against Racism emphasised the importance of National Action Plans Against Racism covering multiple forms of discrimination. For example the inequality of women from cultural and ethnic minorities can be compounded by gender as well as ethnic origin. The NPAR will seek to impact on the racism and interrelated discrimination experienced by women from minority ethnic groups, on younger and older people from minority ethnic groups, on people with disabilities from minority ethnic groups, on gay and lesbians from minority ethnic groups and on lone parents and carers from minority ethnic groups.

2.6 The challenge of setting targets and measuring progress (benchmarking).

The particular challenge of setting targets and measuring progress in important areas of policy related to social and equality policy has been acknowledged in a recent report published by the National Statistics Board. The NPAR sets out ways in which such data can be improved in order to provide information to:

- Monitor the changing diversity within Irish society
- Track inequality and discrimination.
- Assess integration.

- Target and allocate resources.
- Promote awareness of cultural diversity in Ireland.
- More fully meet the requirements of relevant international human rights instruments.

Part Three: The Context

Introduction

Part Three sets out the contexts in which the NPAR will be developed under the following headings:

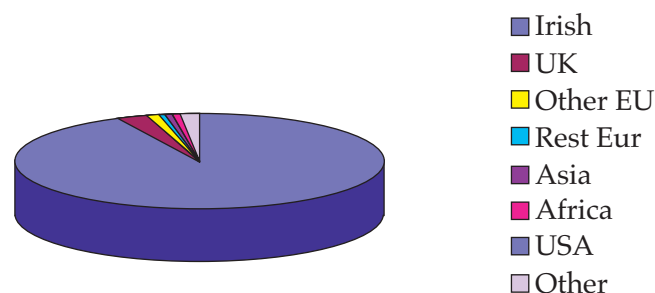
- 3.1 Welcoming cultural diversity in Ireland.
- 3.2 Responding to the different forms of racism in Ireland.
- 3.3 Policy developments at a European/international level.
- 3.4 Policy developments at a national level.
- 3.5 The economic and fiscal context.

3.1 Welcoming cultural diversity in Ireland

There has been a significant broadening of cultural diversity in Ireland in recent years, in terms of numbers of people and their national and ethnic origin. This broadening of diversity is to be welcomed and has significantly added to the rich diversity that has always existed in Ireland, which includes the Traveller community, Jewish and Muslim communities, and growing Asian and African communities.

The 2002 Census of Population provides the most comprehensive breakdown of national diversity in Ireland to date and identifies five main regions of origin for non-nationals living in Ireland. These are the UK and other EU nationals (3.4% of the total population), Asian (0.5%), African (0.5%) non EU Europeans (0.5%) and the United States (0.3%).

National Diversity in Ireland



Irish Travellers- An important part of cultural diversity in Ireland

Irish Travellers are an important part of the existing cultural diversity in Ireland. Travellers are an indigenous Irish community with a shared history, a nomadic way of life and distinct cultural identity. There are around 24,000 Irish Travellers in Ireland, representing 0.6% of the total population.⁹ Census figures continue to show that Travellers have a much lower life expectancy compared with the general population and a higher percentage of young people. However the life expectancy

⁹ CSO, (June 2003). Press Statement. Census of Population Principal Demographic Results.

figures have to be qualified by the higher birth rate among the Travellers. Those over 65 years account for just 3.3% of the Traveller population compared with 11.1% of the general population.

Accommodating religious diversity in Ireland

There has always been religious diversity in Ireland, most notably in respect of the two largest Christian religious traditions in Ireland. Religious diversity has significantly expanded in recent years, mainly as a consequence of inward migration, and is an important dimension to many people's ethnic and cultural identity. There has been a long established Jewish community in Ireland dating back to the nineteenth century and the more recently established Muslim community in Ireland dates back to the 1950s.

Between 1991 and 2002, the number of Muslims in Ireland quadrupled to 19,000 due to inward migration. Over the same period, the number of Orthodox Christians in Ireland grew from 400 to over 10,000 mainly reflecting inward migration from non EU European countries.¹⁰ This increasing religious diversity is to be welcomed and raises important issues that require sensitive and considered policy responses.

Black and Minority Ethnic People: A part of Ireland now

There are many black and minority ethnic people, including black Irish and other EU citizens, people of Chinese, African and Asian ethnic origin who are part of Ireland now. They include both recent migrants and existing minorities. The NPAR seeks to respond to the reality that a significant proportion of black and minority ethnic people can experience racism because of their skin colour.

Such experience is increasingly documented and as with other forms of racism it can range from everyday acts of snubbing and petty exclusion through to discrimination, threatening behaviour and in some cases, even assaults.

Changes in the cultural and ethnic profile of a community or workplace, including visible manifestations of diversity may be something that some people may find difficult to understand and accept. This Plan acknowledges the reality that for some people such change can be a difficult process and advocates the need for holistic approaches to combat racism in all its forms, ranging from legislation and administrative policy to outlaw discrimination to policies that promote awareness, education, and opportunities for interaction and mutual understanding.

Inward migration since the 1990s: A period of major change

Prior to and since the establishment of the State in 1921, Ireland has consistently been a country where emigration almost always exceeded immigration (see Table One).

¹⁰ CSO, (June 2003). 2002 Census. Principal Demographic Results.

Table One:**Average Annual Estimated Net Migration (Inward Less Outward)****Per 1,000 Population 1926-2002 (CSO)¹¹**

Intercensal Period	Per 1,000 Population
1926-1936	-5.6
1936-1946	-6.3
1946-1951	-8.2
1951-1956	-13.4
1956-1961	-14.8
1961-1966	-5.7
1966-1971	-3.7
1971-1979	4.3
1979-1981	-0.7
1981-1986	-4.1
1986-1991	-7.6
1991-1996	0.5
1996-2002	6.8

The increase in inward migration in the 1990s has been a major contributor to the broadening of cultural diversity in Ireland. Migrant workers, and students from outside the European Economic Area have been attracted to come to Ireland in increasing numbers. This has been a direct consequence of skill and labour force shortages in recent years and the proactive efforts by Irish companies and colleges to recruit people to work and study in Ireland.

The pattern of inward migration into Ireland in relation to the origin of migrants has also changed in recent years. By 2002, the trend was towards a greater proportion of people migrating to Ireland from the ‘rest of the world’,¹² with a concomitant decline in the proportion of returned Irish and people from the USA and the UK, although ‘Returned Irish’ remain the largest group migrating to Ireland, (see Table Two).

¹¹ *ibid*

¹² ‘Rest of the world’ is defined by the CSO as excluding returned Irish, the UK, the rest of the EU15 and the USA.

Table Two:
Pattern of Inward Migration into Ireland
Origin (% of Total) Inward
Migration into Ireland in 1996, 2002 and 2003 (CSO)¹³

Origin	1996	2002	2003
Returned Irish	45%	40%	35%
UK	21%	11%	14%
Rest of EU	13%	12%	14%
USA	10%	4%	3%
Rest of world	11%	32%	35%

The contribution of labour migration to Ireland's economy

Much of the recent increase in cultural diversity in Ireland is as a consequence of migrant workers coming to Ireland. The OECD recently concluded that migrant workers have played an important role in contributing to sustained economic growth in Ireland,¹⁴ a view that is also supported by the ESRI.

Because of skills and labour shortages, Irish businesses and employers and State agencies have been actively recruiting outside of the European Economic Area in recent years. In 1999 there were 6,000 work permits issued,¹⁵ in 2000 there were 20,000 issued and in 2001 this figure had increased to over 36,000 and in 2002 to over 40,000. In the region of 40,000 work permits were issued in 2003.¹⁶

Migrant workers are now and will continue to be an essential part of Ireland's economy principally in the manufacturing sector, the service sector, in the health sector and in food and agricultural sectors. The main countries of origin for migrant workers are Latvia, USA, Philippines, Czech Republic and Poland. Almost 40% of migrant workers coming to Ireland in 2002 were from EU accession countries, such as Poland, Latvia and the Czech Republic. Since 1st May 2004 the accession State nationals no longer require work permits to work in Ireland¹⁷. The Department of Enterprise, Trade and Employment anticipate that there will be a concomitant drop in applications for work permits as a consequence of employers sourcing a higher proportion of migrant labour from the new EU States.

¹³ Adapted from Central Statistics Office (10 December 2003). Population and migration Estimates. April 2002.

¹⁴ OECD, (2002) Trends in International Migration.

¹⁵ A smaller number work visas and authorisations (circa 3, 000 in 2002) are also issued each year.

¹⁶ A significant proportion of the 40,000 permits in 2002 were from migrants renewing their work permits.

¹⁷ Accession States who joined the EU in May 2004 are: Poland, Lithuania, Latvia, Estonia, Czech Republic, Hungary, Slovakia, Slovenia, Malta and Cyprus.

Many migrant workers will probably only want to work in Ireland for relatively short periods of time before returning home or finding work elsewhere. Others will make Ireland their home and will apply for long-term residency and citizenship. Non-EEA nationals working in Ireland with work permits/visas are entitled to the same employment rights as other EU nationals.

A further related demographic factor to be taken into account is the predicted imbalance between the number of active workers and the number of retired pensioners (the old age dependency ratio). Although Ireland currently has the lowest old age dependency ratio in the EU, along with the rest of Europe the Irish population is ageing due to a combination of lower birth rates and increasing life expectancy. Inward migration is one of the main mechanisms through which this problem can be redressed.

The protection of refugees: A fundamental expression of Ireland's humanitarian ideals

Ireland, like most countries in the world who are party to the 1951 Geneva Convention on Refugees, has an international obligation to provide protection to people fleeing persecution. The protection of refugees is a fundamental expression of Ireland's humanitarian ideals. A comprehensive decision and appeals process has been established to determine whether an applicant for refugee status fulfils the criteria established by the Government, which is consistent with international standards. In seeking to fulfil its humanitarian ideals and international obligations, the Irish Government must continue to ensure that immigration policy is not compromised.

Ireland has fulfilled its humanitarian role by accepting an agreed number of Programme Refugees from countries such as Chile, Vietnam and Bosnia and more recently through policy initiatives developed in response to the increase over the past decade, in the number of asylum seekers seeking to be recognised as refugees (Convention Refugees). Refugees have virtually the same rights as Irish citizens and many apply for full citizenship. The process of integration begins when refugee status is accorded. Until that time there are a range of social supports for asylum seekers, which provide some opportunities for interaction with local communities.

Asylum seekers and refugees are not a homogenous community. In addition to ethnic and cultural diversity there are also refugees and asylum seekers who will need more targeted policy and service supports. For example, there are unaccompanied minors who are, in the main, separated asylum-seeking children who are particularly vulnerable and who require particular supports and expert interventions. There is also diversity in education and skill levels. Recent surveys have confirmed that some refugees and asylum seekers coming to Ireland have a high standard of education, while others such as the Roma community will have little experience of formal education. Women asylum seekers have specific needs, such as additional barriers in accessing language supports because of childcare responsibilities or cultural factors. Policy makers and service providers are increasingly aware of the need to develop and implement policy that reflects this diversity. In 2003 there were 7,900 asylum applications, a 32% reduction compared with the previous year's figure of 11,634

(see Table Three). The main countries of origin for asylum seekers in Ireland in 2003 were Nigeria (39.4%) Romania (9.8%), DR Congo (3.2%), Moldova 226 (3.1%), and the Czech Republic (2.4%).

Table Three

Asylum Applications to Ireland 1997-2003 (Dept of Justice, Equality and Law Reform)¹⁸

Year	Numbers Seeking Asylum
2003	7900
2002	11634
2001	10325
2000	10938
1999	7724
1998	4626
1997	3883

As a consequence of a decision by the Supreme Court, the separate procedure that enabled persons to apply to reside in the State on the basis of parentage of an Irish born child ended on 19 February 2003. The Government has decided that every outstanding claim to reside in the State on this basis will be examined and decided individually. In making such decisions, the Government will take into account factors such as the person’s individual family and domestic circumstances and humanitarian considerations.

The contribution of students and visitors to diversity in Ireland

The contribution that students and visitors make to cultural diversity in Ireland is of increasing significance. Many third level institutions and language colleges actively recruit students from both within and outside the European Union. Approximately 15% of students in third level colleges in Ireland are from countries outside of Europe and North America.¹⁹ Diversity among students and staff is now a key feature in many of our third level colleges and has added to the educational, social and cultural experience of participating in college life.

The number of English language students to Ireland has increased significantly in recent years, including students from EU countries, in particular Spain, France and Italy, and an increasing number of non-EU English language students in Ireland, in particular from China.

¹⁸ www.justice.ie

¹⁹ ICOS, (2000). Bourke, A and Flavin M. Occasional Papers Nos 1 and 2.

Many students have a positive experience in Ireland but there is evidence to suggest that in some instances, racism can significantly detract from this experience. A study undertaken in 2000 shows that almost one in ten of all students from outside the EU and North America have experienced negative attitudes and behaviour towards foreigners.²⁰

It is important that visitors coming to Ireland continue to have a positive experience and leave with a positive image of Ireland, both from an intrinsic and business perspective. Tourism is an important part of Ireland's economy, generating €4 billion in foreign revenue earnings, employing an estimated 150,000 people and providing €2.3 billion in taxation. Travel guidebooks are increasingly likely to offer advice to visitors on whether they are likely to encounter cultural insensitivity and racism in the countries they intend to visit. The Government aims to double the number of overseas visitors to Ireland by 2012 and to double the revenue earned through tourism.²¹ In this context it is important that Ireland maintains its reputation as a destination of choice for all potential overseas visitors.

3.2 Different forms of racism in Ireland

At the launch of the national anti racism public awareness programme 'Know Racism', the Taoiseach, Bertie Ahern T.D. stated 'Racism is wrong. Discrimination is wrong. Just as sectarian violence is wrong. They have no place in a Republic that was founded on ideals of equality and dignity of every member of our human family. Racism is the exact opposite of the values and the welcome and the fair play, which Ireland is known for, and has always stood for'.²²

Racism can take different, sometimes overlapping forms, which can include:

- Racism experienced by Travellers on the basis of their distinct identity and nomadic tradition.
- Racism experienced by recent migrants, which includes migrant workers, refugees, asylum seekers and students studying in Ireland and temporary visitors, including tourists.
- Racism experienced by 'black and minority ethnic people' on the basis of their skin colour and ethnic and/or national identity, irrespective of their legal status.
- The racism experience by Jewish and Muslim people in the form of Anti-Semitism and Islamophobia.

Reasonable consideration given to the intersection between racism and other forms of inequality that can be experienced by women, people with disabilities, people from religious, minority families, gay and lesbians, and older and younger people.²³

²⁰ *ibid.*

²¹ Department of Arts, Sport and Tourism, (2003). *New Horizons for Irish Tourism: An Agenda for Action.*

²² Know Racism Press Release 24th October 2001.

²³ These intersections were recognised as an important issue in the WCAR Programme of Action.

A range of family, cultural and institutional factors can sometimes combine to exclude women from key opportunities that can promote inclusion, such as access to language training and supports and access to mainstream childcare supports. To take the example of migrant workers, across Europe research has indicated that migrant workers are more likely to be found in less skilled work than their male counterparts and to be badly paid for that work. These barriers can often be overcome through the development of proactive policies in the area of employment rights, childcare and tailored language/literacy programmes.

A recent study has shown that minority ethnic people with disabilities are largely an invisible group in Irish society and are mostly absent from national statistics.²⁴ There is however an emerging understanding that minority ethnic people with disabilities share both common and different challenges to other people with disabilities and a recognition that disability and more general policy responses need to be more reflective of such diversity.

The needs of children, young people and older people and the issues of concern for people from minority ethnic groups who are gay or lesbian also needs to be factored into policies in a way that makes reasonable account of such diversity. For example, groups such as unaccompanied minors/separated children provide a range of significant challenges for service providers. For example gay and lesbian people from cultural and ethnic minorities may experience marginalisation from their own community as well as broader Irish society. The specific forms of racism which can be experienced by the Islamic and Jewish communities indicate that religious bigotry and ignorance can be a dimension of the racism they experience.

Manifestations of Racism

Racism is a multifaceted issue that can range from acts of snubbing and exclusion through to discrimination, the creation of barriers that can emerge at all levels in public and private institutions, to acts of threatening behaviour and violence.

Attitudinal surveys can provide a useful snapshot of prevailing public opinion, including the views and experience of cultural and ethnic minorities. The outcomes of such surveys can be complex and sometimes even appear contradictory. Surveys have usefully highlighted the level of hostility and racism experienced towards and by some groups in Irish society, including refugees and Travellers, but they also can reveal openness to diversity in Irish society and strong opposition to racism.

In an Irish context, there are four main manifestations of racism that can be summarised as follows:

- Discrimination.
- Assaults, threatening behaviour, and incitement.
- Institutional/systemic forms of Racism.
- Labelling.

²⁴ Equality Authority, (2003). Minority ethnic people with disabilities in Ireland, p40.

Discrimination

The Equality legislation prohibits direct and indirect discrimination across nine grounds. These are gender, marital status, family status, sexual orientation, religion, age, disability, race and membership of the Traveller community. Direct discrimination is defined as less favourable treatment than another is, has been or would be treated and has to be based on membership of one of the grounds. The legislation also includes a prohibition on discrimination by association, a prohibition on sexual harassment and harassment and a prohibition of victimisation. The legislation allows positive action to achieve full equality in practise.

Indirect discrimination occurs when policies and practices which do not appear to discriminate against one group more than another actually have a discriminatory impact. It can also happen where a requirement, which may appear to be non discriminatory, adversely affects a particular group or class of persons.

Under the equality legislation, the ‘race’ ground covers race, colour, nationality and ethnic or national origin and the Traveller ground provides protection against discrimination experienced by the Traveller community.

With regard to the Employment Equality Act, 1998 the number of cases referred to the Equality Tribunal under the race ground increased from 43 (over 14 % of all cases) in 2002 to 85 (over 23%) in 2003. Under the Traveller Community ground the number of employment related cases decreased from 4 (of 300) in 2002 to 3 (of 361) in 2003.

With regard to the Equal Status Act, 2000, which covers the provision of goods and services, the number of cases referred to the Equality Tribunal under the ‘race’ ground increased slightly from 26 cases (2.6 % of all cases) in 2002 to 43 cases (6 %) in 2003. Under the Traveller ground the number of cases decreased from 741 (75 %) in 2002 to 354 (49 %) in 2003²⁵.

The casework of the Equality Authority reflects a significant level of claims of discrimination on the race and Traveller grounds. The 2003 Annual Reports identifies the race ground as the highest area of casefiles under the Employment Equality Act 1998 (166 out of 561 casefiles or 30%). The Traveller ground accounted for 9 out of 561 casefiles or 2% under the Act. Under the Equal Status Acts 2000 - 2004 the Traveller ground was the largest area of casework accounting for 327 out of 792 casefiles or 41%. The race ground accounted for 80 out of 792 casefiles or 10%)²⁶.

Assaults, threatening behaviour and incitement

By monitoring the various systems for measuring racist incidents and offences, it is possible to have a full picture of the level of racism in the State²⁷. While it important to emphasise that on existing evidence, the level of violent incidents motivated by racism is less than many other EU countries, any indications of upward trends would be a matter of concern.

²⁵ Equality Tribunal-ODEI.Referral (number of cases 2002-2003) to the ODEI under the Employment Equality Act and the Equal Status Act.

²⁶ Equality Authority, (2003). Annual Report.

²⁷ NCCRI, (2001-2003). Incidents Related to Racism Reports. (published every six months). www.nccri.com

These forms of racism can include assaults, including fatal assaults, threatening behaviour (including harassment) and incitement to commit crimes of hatred. Indications are that such incidents can increase in response to internal and external factors and tension, for example in the aftermath of the September 11th attacks on the United States there was a subsequent temporary but significant increase in racist incidents in Ireland which lasted about three weeks.

Table Four provides information on the number of incidents reported/known to the Gardaí for the years 1998-2003 where the motive for committing the offence was racism.²⁸

Table Four: Racist incidents reported to the Gardaí

1998-2003

Year	Number of Incidents
1998	11
1999	12
2000	15
2001	42
2002	100
2003	81

There is increasing recognition of the need to address racism at an institutional/systemic level and to ensure that institutions recognise and make reasonable accommodation of cultural diversity and take appropriate positive action as necessary, including in the areas of human resources management and service provision.

Institutional racism and the failure to accommodate diversity is often unintentional and can come about through lack of thought, lack of understanding, lack of adequate planning or the persistence of ‘one cap fits all approach’. The outcome of these processes can contribute to failure in or weaker service provision to cultural and ethnic minorities. The impact of institutional racism was highlighted in the UK through the MacPherson Report and its recommendations, following the murder of Black teenager, Stephen Lawrence.

²⁸ A new reporting system was introduced in 2002 and will in time provide a more comprehensive picture of racist incidents reported to the Gardaí than those provided by these figures.

Labelling

The labelling and stereotyping of a whole community occurs through the persistent assertions presented as facts over a considerable period of time, the blaming of a minority community for the broader problems of society and the elevation of the anti social actions of some members of a community to be a defining characteristic of a whole community.

Often underestimated, the impact of labelling is sometimes difficult to quantify, but if left unchecked can contribute to creating an environment where assaults, threatening behaviour and discrimination are more likely to occur. Policy responses to labelling, including combating myths and misinformation, requires a nuanced approach and the support of a range of key stakeholders including those working in the media industry. Such approaches should be balanced against the right to publish what is in the public interest.

3.3 European/international policy context

The National Action Plan Against Racism seeks to be clearly located in and link to the broader policy context at both national and European/international levels. This section provides an overview of the most important recent policy developments.²⁹ The policy context is further elaborated in Part Four of this Plan under each of the five framework objectives.

One of the most important developments in recent years is the emergence of a policy framework on anti discrimination at an EU level. The thrust of this policy has been aimed at strengthening and harmonising anti discrimination policy across the EU. The EU is also increasingly focussed on the harmonisation of migration and asylum policy and more recently the integration of third country nationals.

Key developments linked to policy at an EU/Global level relevant to development of the NPAR in Ireland are briefly summarised as follows:

International Convention on the Elimination of all Forms of Racial Discrimination, 1969. (CERD)

Ratified by Ireland in January 2000, CERD is widely recognised as the principal international instrument in relation to racism, racial discrimination, xenophobia and related intolerance³⁰.

The World Conference Against Racism, 2001. (WCAR)

The World Conference Against Racism, Racial Discrimination, Xenophobia and related Intolerance took place in Durban in September 2001. Through the Declaration and Programme of Action arising from the Conference, the international community recognises both the multidimensional nature of racism and the range for a united and committed response at global, regional and national

²⁹ See also Government of Ireland, (2003). First National Report by Ireland to CERD.

³⁰ CERD General Recommendation XXV111, March 2002.

levels. The UN General Assembly Resolutions 56/266 and 57/195 call for comprehensive implementation and follow up to the Declaration and Programme of Action. The Office of the High Commissioner for Human Rights (UNHCHR) has responsibility for implementing the outcomes of the WCAR and five eminent experts have been appointed to oversee this process.

EU framework to combat discrimination

For the first time in Europe, common minimum standards for legal protection against discrimination have come into force in all 25 EU Member States. The Equality Act 2004 was enacted on 18 July, 2004 and provided for amendments to both the Employment Equality Act 1998 and the Equal Status Acts 2000 - 2004 to give effect to three EU equality Directives (the Race Directive, the Framework Employment Directive (grounds of religion or belief, disability, age or sexual orientation) and the Gender Equal Treatment Amendment Directive). The overall effect of the three Directives is to require Member States to prohibit direct discrimination, indirect discrimination and harassment on grounds of gender, racial or ethnic origin, religion or belief, disability, age or sexual orientation in relation to employment, self-employment or occupational and vocational training. Victimisation is also prohibited. The Race Directive, for the first time in the EU law outlaws discrimination in the access to and the supply of goods and services, including housing. As part of the process of highlighting the Directives, the EU launched a 'For Diversity - Against Discrimination' Community Action Programme campaign, with its initial focus on the workplace.

EU Policy on Integration

A recent European Commission Communication outlines the most recent thinking on integration.³¹ The Communication focuses on developing a holistic approach to the integration of 'third country nationals' including refugees and migrants, by:

- Reviewing current practice and experience with integration policy at an EU and national level.
- Examining the role of immigration in relation to demographic ageing in the EU and its impact on economic growth.
- Outlining policy orientations and priorities to promote the integration of migrants and refugees.

As such the Communication forms part of the building blocks for a common immigration and asylum policy adopted in Tampere, 1999 and outlined in Title IV of the Treaty of Amsterdam. Following the Communication, a broad set of "integration principles" have now been agreed between Member States which will form a basis for building integration policy in Member States over the coming years.

³¹ European Commission, (COM (2003) 336 final). Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions.

EU Policy on Immigration and Asylum

Title IV of the Amsterdam Treaty involves cooperation in immigration, asylum, visa policy and other policies relating to the free movement of people. It includes important commitments on both security issues and the socio-economic and family rights of migrants. Due to factors related to the Common Travel Area with the United Kingdom, measures under Title IV do not automatically apply to Ireland. Ireland's policy in this area is to participate in Title IV measures to the maximum extent compatible with the maintenance of the Common Travel Area. In 2003, the Council of the European Union approved Ireland's request to participate in aspects of the Schengen system, including police and judicial cooperation and certain immigration measures.³²

EU Policy on Employment and Social Cohesion

The EU has emphasised the importance of integration being linked to broader EU employment and social cohesion policy. In emphasising the need for a holistic approach, the EU has underlined the need for integration policies to link with wider EU policy on employment and social cohesion, including:

- The European Employment Strategy.
- The National Action Plans Against Poverty and Social Inclusion.
- The structural funds, EQUAL, URBAN II, and a range of education and youth programmes.

The EU approach of linking integration policy to broader policy on employment and social cohesion is consistent with the approach advocated in this Plan.

EU Policy is further reinforced through the establishment of the European Refugee Fund (ERF) on foot of a Council decision in September 2000. The aim of the ERF is to support and encourage efforts made by EU member states in receiving and bearing the consequences of receiving refugees and displaced persons.

The fund supports three distinct measures - conditions for reception of asylum seekers, integration of refugees and voluntary repatriation. The fund, which started in 2000, will operate until the end of 2004 and the total funding allocated for the 5 years of the programme is €216 million.

On 8 June 2004 the Council of the European Union reached agreement on a European Commission proposal relating to a second phase of the European Refugee Fund (ERF), to run from 2005 - 2010. The aims of this second phase are to build on the success and experiences gained during the first phase. From an EU perspective, the ERF is one of a number of strategic measures geared to the development of an overall Common Asylum Policy and will be particularly important in helping the new Member States of the European Union, manage the new external borders of the EU.

³² The Schengen system involves open borders between participating states together with compensatory police and judicial co-operation measures.

The second phase of the ERF will continue to support asylum seekers and refugees under the three measures of reception, integration and voluntary repatriation. However there are a number of changes in its provisions. The second phase will have an initial allocation of approximately €114 million for the period 2005 - 2006 of which 8% will be retained for emergency measures. In an effort to reinforce the success of the first phase and complement new legislation in the area of a Common Asylum Policy, the EU Commission is hopeful that the annual allocations will be increased significantly in the subsequent 4 years up to 2010. However this is subject to the agreement of the new financial perspectives by the EU budgetary committee in late 2006. The ERF will continue to be allocated on an annual basis and the overall program will be run on two multi annual program periods from 2005 - 2007 and 2008 - 2010; this is to facilitate planning and allow projects a longer period of consolidation and development.

In relation to Ireland, the maximum amount of co-financing available will remain at 50% of the total cost of a project. The responsible authority for the ERF in Ireland is the Reception and Integration Agency (RIA) operating under the aegis of the Department of Justice, Equality and Law Reform. €880,000 has been allocated in Ireland under the European Refugee Fund (ERF) 2004, for projects related to reception of asylum seekers, integration of refugees and voluntary repatriation.

As part of the community action element for the ERF, the Reception and Integration Agency is currently engaged in a joint venture with Finland in developing resettlement models for refugees.

Another important programme with a special focus on integration is the framework and funding programme for Pilot Projects concerning the integration of third country nationals (INTI), adopted by the European Commission in June 2003. The aim of the INTI programme is to promote dialogue within civil society, develop integration models, seek out and evaluate best practices in the integration field and set up networks at European level. In 2003 the fund amounted to €4 million.

Monitoring and Analysis of Racism at European level

The role of the European Monitoring Centre on Racism and Xenophobia (EUMC) is of increasing importance in providing analysis on racism across EU member states, particularly through its RAXEN network (eumc.eu.int) which has a focus on education, racial violence, employment, legislation and housing.

The Council of Europe body ECRI, the European Commission on Racism and Intolerance, provides periodic country by country reports. The second report on Ireland was published in 2002 (www.coe.int/ecri).

Expansion of the European Union

The European Union enlarged from fifteen to twenty five States on May 1st 2004 and will likely expand to twenty seven or more by the end of the decade. This will result in increased labour mobility between existing and new EU member States and creates the opportunity for strengthening cooperation across Europe to combat racism.

3.4 National level policy context

Since European Year Against Racism in 1997, there have been significant policy developments in Ireland aimed at addressing discrimination in general and tackling racism in particular. This progress has been recognised by bodies such as the Council of Europe body ECRI, which noted in its Second Report on Ireland.

‘Ireland has taken a number of significant steps towards combating racism and intolerance since the publication of ECRI’s first report, including the ratification of important international legal instruments, the adoption of a body of anti discrimination legislation and the creation of a framework of bodies for the reception of asylum seekers and refugees’.³³

These policy developments and the bodies responsible for their implementation are summarised as follows.

Role of Government departments and State sponsored bodies

Principal responsibility for the coordination of anti racism and broader equality policy is with the Government, in particular the Department of Justice, Equality and Law Reform, principally through its Equal Status Division. Many other Government Departments are identified as having a key role in implementing agreed policy in this area and within Departments key agencies and units, such as the Reception and Integration Agency and the Garda Racial and Intercultural Unit which have a focussed remit which is central to the implementation of this Plan. Many State sponsored bodies and Government Departments are now employing equality officers.

Recent Institutional Development³⁴.

- a) The Equality Tribunal has been established to hear or mediate cases under the equality legislation.
- b) The Equality Authority has been established as the independent specialised equality body to combat discrimination and to promote equality under the equality legislation.
- c) The Irish Human Rights Commission was established as part of the Good Friday Agreement to endeavour to ensure that the human rights of all people in the state are fully realised and protected, in law, in policy and in practise.
- d) Following the European Year Against Racism 1997, the NCCRI was established as an independent expert body primarily funded by the Department of Justice, Equality & Law Reform, focusing on racism and interculturalism.

³³ ECRI, (2002) Second National Report on Ireland.

³⁴ See also Part Five: Implementation

Protection against assaults, threatening behaviour and incitement

There is increasing recognition of the need to ensure protection against assaults, threatening behaviour and incitement motivated by racism. There is a range of legislation in place that focuses on offences against the person and public order offences and the prohibition of incitement to hatred. The Garda Racial and Intercultural Unit provides strategic direction on all the challenges facing the Gardaí in policing an intercultural society. As part of this strategy, 145 Garda ethnic liaison officers have been appointed based in stations throughout the country.

Public awareness

A national anti racism public awareness programme ‘Know Racism’ was launched in 2001 based on a framework of implementation drawn up by the NCCRI. A total of €4.8 million was spent on the Know Racism programme over three years. The strategy adopted focussed on raising awareness about racism and the aims of Know Racism; engaging with community groups through grant support for local initiatives; and supporting a number of partnership initiatives. The key partnership initiatives were linked to Anti Racist Workplace Week³⁵ (around November 6th) and International Day Against Racism (March 21st).



International Day Against Racism 21st March 24. Photo by Lensman

Social inclusion and the modernisation of public services

The National Anti-Poverty Strategy includes a specific commitment to tackling racism, racial discrimination and related intolerance. Travellers, migrants and minority ethnic groups are also identified as being vulnerable to poverty and social

³⁵ Equality Authority

exclusion in the NAPs/inclusion. In preparing their action plans Member States are required to take account of the particular risk of poverty to which immigrants were exposed. Similarly the Public Services Modernisation Programme (the Strategic Management Initiative) has a focus on equality in the delivery of quality customer services. The National Employment Action Plan and the National Action Plan on Social Inclusion are important foundation stones and the Plan seeks to build on these developments.

The integration of Refugees, Travellers and Migrants

While there has been significant policy focus on policies to outlaw discrimination and to combat racism in Ireland there has been less policy focus on diversity in general and the specific inclusion/integration of minority groups in particular. The most developed policy is in respect of the Traveller community, where policy direction has been informed by the Report of the Task Force on the Travelling Community, 1995.

Refugees

The Department of Justice, Equality and Law Reform makes a clear distinction between the integration of refugees and the social supports provided to asylum seekers.

Refugees are people who have been formally recognised as such by the State, following a determination process (convention refugees) or who have been allowed temporary protection or resettlement as part of a group of people from a country experiencing conflict (programme refugees). Government policy on the integration of refugees was first set out in the Report 'Integration a Two Way Process'.³⁶ This new focus has concentrated on high levels of engagement with NGOs working in the integration and support areas with a view to ensuring that RIA's integration activities are in line with local demands on the ground.

Integration policy, in relation to refugees and for those with leave to remain is the responsibility of the Reception and Integration Agency (RIA), which is part of the Department of Justice, Equality and Law Reform. While much of the work of the RIA to date has inevitably focussed on the reception of asylum seekers through the system of Dispersal and Direct Provision, there is now a renewed focus on refugee integration policy. An Integration Unit has been established within the RIA to assist this process.

The NPAR provides an overall framework for integration of refugees, but acknowledges that a further NPAR implementation strategy is needed to provide further detail on the form of specific integration strategies and supports.

Travellers

The Reports of the Task Force on the Travelling Community sets out an overall approach to Traveller inclusion and outlines specific recommendations on issues

³⁶ Interdepartmental Working Group on the Integration of Refugees in Ireland, (1999). Integration: A Two Way Process.

such as the relationship with the settled community, culture, discrimination, accommodation, health, education and training, the Traveller economy and Traveller women.

In the year 2000 the first progress report was published by the Monitoring Committee established by the Department of Justice Equality Law Reform to monitor progress on the implementation of the Task Force Report.³⁷

Both the State and NGO's representing Traveller interests acknowledged that maintaining the initial momentum generated by the publication of the Task Force Report, which brought important developments subsequent to its publication in 1995, requires ongoing monitoring.

In particular there is a need for new implementation strategies through which the agenda set out in the Task Force Report can be further progressed, in particular in areas where there has been slow or limited progress. The NPAR identifies a number of measures that are consistent with a renewed response to the needs of Travellers.

Migrants

The NPAR provides an overall framework for integration of migrants, in particular labour migrants and their families in Ireland, consistent with Government policy, but acknowledges that a further NPAR implementation strategy is needed to provide more detail on the form of specific integration strategies and supports.

There is a wide and diverse range of migrants now living in Ireland, some of whom will be here for a relatively short time and others will become resident in Ireland and will be joined by their families.

Under the Irish labour immigration system there are two main types of employment permit for people outside the European Economic Area, these are the work permit scheme and the work visa/authorisation scheme. Under the work permit scheme, which is numerically the most significant employment permit, migrant workers are entitled to broadly similar rights as Irish nationals in relation to employment rights, health, education and social welfare.

The work visas/authorisation scheme is aimed at a number of different categories of skilled workers. It is given to the worker for two years and allows for family reunification after three months. While many migrants have and will find opportunities to interact with the communities in which they live and will require little support, for others the experience of migration can be relatively isolating, with few families and friends and opportunities for interaction with the communities in which they live.

³⁷ Department of Justice, Equality and Law Reform, (2000). First progress Report to Monitor and Coordinate the Implementation of the Recommendations of the Task Force on the Travelling Community

A range of strategies are required to support the integration of labour migrants and their families, which seeks to build on existing initiatives by employers, trade unions and NGOs in Ireland, including the work of bodies such as the Immigrant Council of Ireland and the Migrant Rights Centre.

Social Support Policy for Asylum Seekers

Asylum seekers are people who have applied to become refugees and whose determination and appeals process has not been completed. Government policy is not to begin the process of integration until refugee status has been granted to asylum seekers. Through a policy of direct provision, the basic accommodation and living needs of asylum seekers are provided by way of accommodation centres around the country.

Government policy is to provide a range of social supports to asylum seekers and to ensure that asylum seekers are included in Government measures to address racism.

Some of these social supports include:

- The requirement by all children in the state between the ages of 6 and 16 to attend school.
- The provision of English language and literacy supports to asylum seekers in adult education arising from the White Paper on Adult education.
- The inclusion of asylum seekers in local voluntary, community development, cultural and sporting initiatives.

Asylum seekers are included in Government anti racism policy through for example:

- Protection against the forms of discrimination identified under the nine grounds of the equality legislation, excluding, only on the basis of nationality where an action is taken by a public authority in relation to non-nationals arising from their entry to or residence in the State.
- Protection against assaults, threatening behaviour and incitement.
- Inclusion in the Government's 'Know Racism' national anti racism public awareness programme.
- Inclusion in initiatives undertaken by specialised and expert bodies funded by Government concerned with equality, human rights and racism.

The NPAR recommends that further more detailed integration strategies focussing on refugees, migrant workers and Travellers should be developed as part of the implementation of the NPAR, along with a separate initiative focussing on social supports provide to asylum seekers (see Part Two, section 2.4)

3.5 The Economic and Fiscal context

The NPAR remains a priority for Government policy and will seek to take into account the prevailing economic and fiscal climate by adopting a three-pronged strategy, which can be summarised as follows:

- Refocusing of existing resources through the development of an anti racism/intercultural dimension to mainstream public policy.
- Identification of specific resources for the implementation of the Plan.
- The commitment to realise aspects of the NPAR as resources become available.

Part Four: Outcomes

Part Four is the core of the National Action Plan Against Racism and (NPAR) focuses on the expected outcomes from the NPAR.

Under each of the five intercultural framework objectives there is a range of anticipated outcomes that set out what the Plan is intended to achieve. Under each anticipated outcome is a detailed list of measures that sets out how each expected outcome will be realised.

Overall Structure of the The National Action Plan Against Racism

Aims of the NPAR

To combat racism

To develop a more inclusive, intercultural society in Ireland

Intercultural Framework

Protection

Inclusion

Provision

Participation

Recognition

Expected Outcomes

*What the Plan is expected to achieve under each
Of the five intercultural framework objectives*

Measures

*Individual actions through
which expected outcomes will be realised*

Objective One: Protection

Objective One: Protection	<p>Effective protection and redress against racism, including a focus on combating:</p> <ul style="list-style-type: none"> • Discrimination • Assaults and threatening behaviour. • Incitement to hatred.
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Objective One is primarily concerned with effective protection and redress against racism. The expected outcomes under the ‘Protection’ objective are summarised as follows:

Protection: Expected Outcomes

1.1	Ensure effective protection and redress against discrimination through an enhanced equality policy framework.
1.2	Develop a new multi-faceted strategy to provide a more effective and coordinated response to racist incidents.
1.3	Ensure effective protection against incitement to hatred.
1.4	Enhance the role of the Gardaí to provide protection against racism.
1.5	Develop effective monitoring and analysis of data on racist incidents.
1.6	Develop Anti Racism and Diversity Plans (ARD) at city and/or county level.
1.7	Maximise participation in policy developments at European and global levels to combat racism.
1.8	Maximise cooperation to combat racism within Ireland on a north/south basis and between Ireland and Britain.

1.1 Ensure effective protection and redress against discrimination through an enhanced equality policy framework.

Key challenges

The key challenge in respect of combating discrimination and ensuring effective redress is to both consolidate the existing statutory equality framework and to continue to build a range of proactive policies to combat all forms of discrimination, including discrimination under the grounds of race and membership of the Traveller community. This approach seeks to build on policies that support individual orientated complaint procedures and remedies, and to further develop mechanisms that proactively support and promote equality.

Policy Context and Developments Underway

Significant legislative and policy developments have taken place in recent years to combat discrimination and to promote equality. These include:

Equality Authority: The Equality Authority has been established to promote equality and combat discrimination under the equality legislation.

Redress: The Equality Tribunal, the Labour Court, the District Court and the Circuit Court provide fora for redress under the equality legislation.

Equality legislation: The Employment Equality Acts 1998 and 2004 and the Equal Status Acts 2000-2004 provide the statutory basis for equality policy in Ireland. The operation of the Employment Equality Acts and the Equal Status Acts will be reviewed with a view to assessing whether there is a need to add to or to amend further existing legislation.

EU Directives: The Equality legislation was further enhanced by the recent transposition of the EU Race and Framework Employment Directives by the Equality Act 2004, amending the Employment Equality Act 1998 and the Equal Status Act 2000 and 2003. The amendments provided for under the Equality Act allow, for example, positive action to be taken in respect of all of the discriminatory grounds, including the race ground, and considerably narrow the exemption in respect of employment in private households under the Employment Equality Act.

Mainstreaming Equality: A range of initiatives aimed at mainstreaming equality have been developed by the Equality Authority including the development of equality reviews and equality action plans.

Equality Proofing: The Working Group on Equality Proofing established under the Programme for Prosperity and Fairness (PPF) continues in the context of the Sustaining Progress commitments. Pilot projects on equality proofing are ongoing in selected areas of FÁS, Community & Voluntary sector, North Western Health Board, Department of Social and Family Affairs and the Department of Justice, Equality and Law Reform). A report of the Working Group's activities will be finalised before the end of 2004. The outcomes of this group will form the basis of an equality proofing mechanism, based on best international practise.

Priorities

The statutory equality framework has been consolidated and enhanced, including the introduction of equality proofing. A new statutory ‘positive duty’ will be considered, which would require public bodies to promote equality of opportunity. This will follow a review of existing models and legal frameworks for positive duties (or their equivalent) developed in other jurisdictions, including the ‘statutory duty’ that operates in Northern Ireland and the ‘equality duty’ that operates in Wales.

Measures

- 1.1.1 Support the Equality Authority and the Equality Tribunal in the performance of their statutory functions.
- 1.1.2 Draw up a comprehensive equality proofing/impact assessment method for public policy making across all nine discriminatory grounds in the equality legislation, arising from the work of the Working Group on Equality Proofing.
- 1.1.3 Develop equality action plans within the public sector, providing support for the development of these plans and for the wider application of equality proofing/impact assessment in the design of significant policy or programme initiatives.
- 1.1.4 Extend the approach taken in respect of equality commitments in City/County Development Boards to support new approaches to incorporate a focus on equality to other areas of strategic planning.
- 1.1.5 Commission research to consider best international practice related to a positive duty to promote equality and to recommend a number of possible options for Ireland.
- 1.1.6 Undertake an extensive consultative process on the feasibility of bringing in a positive duty, based on the outcomes of research.

1.2 Develop a new multi-faceted strategy to provide a more effective and coordinated response to racist incidents.

Key challenges

For many people from cultural and ethnic minorities, the experience of living in Ireland is by and large a positive one. However it is also sadly the case that there have been incidents involving public insults and on occasion harassment, damage to property and assaults. These can involve incidents where racism was the main or sole motivating factor, or as a consequence of an unrelated incident developing a racist dimension.

Racist incidents in this context are defined as assaults (including fatal assaults), threatening behaviour (including harassment and public insults) and damage to property motivated by racism. Existing, albeit incomplete evidence from the statutory and non-statutory sources indicate that racist incidents of this form are not as high as many other EU countries. A number of high profile cases, including those highlighted by the media and by the NCCRI,³⁸ indicate such incidents can have a profound impact on the victim, their immediate family and the wider community to which he or she belongs.

At an international level, it is increasingly recognised that multi agency co-operation at a local level can be an effective tool against this form of racist incidents. Multi agency working can be applied to:

- Deciding upon coordinated action
- Improving future responses
- Devising strategic and coordinated approaches to preventing sustained harassment and other forms of threatening behaviour
- Effective victim support with a number of agencies whose services are complementary.

Policy context and developments underway

Legislation: There is a range of legislation in place that can and has been used against the perpetrators of racist incidents. These include the Criminal Justice (Public Order) Act, 1994, the Non Fatal Offences Against the Person Act, 1997 and protection against harassment provided in the Employment Equality Acts 1998 and 2004 and the Equal Status Acts 2000 to 2004.

Legislation in other EU countries: Legislation in some EU member states, including Germany, Austria, Portugal, Sweden, and Great Britain, consider the racist motive behind a violent act to be an aggravating factor requiring an equivalent response for the purposes of sentences. In Northern Ireland, courts are to be given new powers to punish more severely crimes motivated by religious sectarianism, racism and homophobia.³⁹

Policing responses: The Garda Racial and Intercultural Unit has developed a range of measures aimed at addressing racist incidents and meeting the challenges for policing in a more inclusive and intercultural society. There is an increasing focus on working with a range of agencies to come up with targeted solutions to crime, including the development of the Policing forum in local areas.

³⁸ NCCRI, (2001- 203) Reports of Incidents Related to Racism.

³⁹ Irish Times, October 3rd, 2003.

Responding to racist incidents: The NCCRI publishes a report on racist incidents every six months, which assists in the identification and analysis of racist incidents and has helped inform policy responses.

Underlying causes of crime: The work of the National Crime Council has included a focus on the underlying causes of crime including a consideration of local crime prevention and the adoption of local partnership approaches.

Priorities

The priority will be to develop a new multi-faceted strategy to provide a more comprehensive and coordinated response to these forms of racist incidents. Key elements of this strategy will include a focus on the effectiveness of existing legislation, consideration of the introduction of a new aggravated form of offences, where racism is identified as a significant motivating factor and the development of mechanisms to ensure greater multi-agency coordination at a local level in response to these form of offences.

Measures

1.2.1 Establish an Expert Committee on Racist Incidents whose role will include:

- Review the existing range of legislation that has the potential to impact on offences motivated by racism to ensure that it is adequate in scope and provides effective, proportionate and dissuasive sanctions, including custodial and non-custodial sanctions. This includes the Criminal Justice (Public Order) Act, 1994 and Non Fatal Offences Against the Person Act, 1997.
- Consider the introduction of aggravated offences, and consideration of the concept of ‘crimes of hate’.
- Research and pilot a multi agency approach to tackling racist incidents at local level.

1.2.2 Develop a range of measures to deal with the underlying causes of crime motivated by racism, consistent with the approach advocated by the National Crime Council including a focus on:

- Local crime prevention and the adoption of local partnership approaches.
- Focus on the perpetrators of crime motivated by racism.
- Community/neighbourhood influence on crime.
- Family support.
- Education and early intervention.

1.3 Ensure effective protection against incitement to hatred.

Key challenges

Ireland has an international obligation to provide effective protection against incitement to hatred under the CERD Convention. Incitement is considered a ‘headline offence’, which is the overall classification for the most serious offences under Irish Law. Ensuring there is effective protection against incitement requires an approach that takes into account the effectiveness of existing legislation, recent developments at a European level and effective action against new forms of incitement, including ‘cybercrime’.⁴⁰ A particular challenge is the emergence of racist websites containing material that would have been prohibited if printed and distributed in Ireland and which can provide a permanent form of incitement if left unchecked.

Policy context and developments underway

Legislation: There is a range of legislation in place that seeks to provide protection against incitement. The Prohibition of Incitement to Hatred Act, 1989, prohibits any advocacy of racial hatred that constitutes incitement to hatred, hostility or violence. The Offences Against the State Act, 1939 makes provision to declare illegal and prohibit organisations that promote and incite racial hatred. Section 14 of the Employment Equality Act and Section 13 of the Equal Status Act make it an offence for a person (including a public body) to procure or attempt to procure another person to do anything that constitutes racial discrimination.

Emerging EU policy developments: EU policy in particular the Framework Decision on Combating Racism and Xenophobia, still under negotiation includes a focus on incitement to hatred.

Review: The Prohibition of Incitement to Hatred Act is the subject of ongoing review to determine its effectiveness.

Jurisprudence: There is increasing case law arising from successful prosecutions that have taken place under the Prohibition of Incitement to Hatred Act since the review of the Act was first announced.⁴¹

Priorities

The ongoing review of the Prohibition of Incitement to Hatred Act will take into account emerging jurisprudence, cybercrime and emerging policy at an EU level. Additional measures will be introduced to tackle cybercrime motivated by racism including enhanced monitoring and reporting mechanisms and participation in broader international cooperation.

⁴⁰ Crime generated through computers

⁴¹ Lack of successful prosecutions was the main factor in guiding the Government’s decision to review the Act in 2000. There is now a growing body of case-law arising from successful convictions that have since taken place.

Measures

- 1.3.1** Complete the review of the effectiveness of the Prohibition of Incitement to Hatred Act, which will include a review of recent jurisprudence, the consideration of the implications of developing EU policy related to cybercrime and the EU Framework Decision on Combating Racism and Xenophobia.⁴²
- 1.3.2** Develop a new resourced monitoring and reporting system on cybercrime concerned with racism, similar to the systems designed for the protection of children.
- 1.3.3** Ratify the Council of Europe Protocol to the Convention on Cybercrime⁴³ concerning the criminalisation of acts of racist and xenophobic nature committed through computer systems, following a review to establish what/if any changes will be required in national legislation.

1.4 Enhance the role of the Gardaí to provide protection against racism.

Key challenges

An Garda Síochána has a central role to play in providing protection against racism, including policing responses to racist incidents and potential cases of incitement and the more general challenges for policing in a multi ethnic society. Building on the significant progress that has been made to date, the role and capacity of the Gardaí to provide protection against racism should be enhanced.

Policy context and developments underway

The Rotterdam Charter: The Charter remains the key policy instrument in respect of policing in a multi ethnic society adopted by many police forces across Europe, including the Gardaí. The Rotterdam Charter provides both a resource to generate a programme of necessary actions and a ‘checklist’ against which progress can be assessed.

Garda Racial and Intercultural Office: The Garda Racial and Intercultural Unit have been proactive in shaping a policy of the challenges of policing in a multi ethnic society, including:

- The establishment of the Garda Racial and intercultural Office.
- The appointment of 145 Garda ethnic liaison officers
- The development of resource and training materials
- The collection of statistics on crime motivated by racism.

⁴² COM (2001) 0664

⁴³ Additional Protocol to the Convention on Cybercrime Concerning the Criminalisation of Acts of a Racist and Xenophobic Nature Committed through Computer Systems.



Two DunLaoghaire based Ethnic Liason Officers and Dave Mc Inerney from the Gardaí Racial and Intercultural Office, with members of ethnic communities

Training: The Garda Human Rights Unit and the Garda Racial and Intercultural Unit coordinate primary training for Gardaí on human rights related issues and policing diversity. A number of bodies, including Pavee Point, the NCCRI, and Amnesty International have been involved in providing inputs into this training.

Priorities

Future priorities include the further mainstreaming of an anti racism/intercultural approach throughout An Garda Síochána, including a new focus on localised policing strategies involving the development of the Police Forum Model and the increased role of Garda ethnic liaison officers.

Measures

- 1.4.1 Review existing progress on the implementation of the key recommendations in the Rotterdam Charter, in consultation with key stakeholders.
- 1.4.2 Update the strategy on policing in a multi ethnic society in an Irish context.
- 1.4.3 Highlight initiatives to combat racism and intercultural policing strategies through key Garda planning and reporting mechanisms, such as the Garda Annual Policing Plan and Garda Annual Reports.

- 1.4.4 Make reasonable accommodation of cultural diversity and take positive action measures in key initiatives aimed at modernising the police service in Ireland, including the development of a new monitoring and complaints processes.
- 1.4.5 Develop guidelines on the participation of cultural and ethnic minorities in local police forums.
- 1.4.6 Increase the resources to the Garda Racial and Intercultural Unit to enable it to fulfil its mandate.
- 1.4.7 Develop a comprehensive intercultural training component at primary training level for Sergeant and Inspector courses.

1.5 Develop effective monitoring and analysis of data on racist incidents.

Key challenges

The effective monitoring and analysis of incidents motivated by racism will provide important data to shape and focus future policing and broader intercultural strategies to where they are most needed. International experience emphasises the need for the information generated by police statistics to be augmented by crime surveys, research and information received by specialised and expert bodies and NGOs. There is a challenge to ensure that the information generated is carefully analysed and presented in context.

Developments Underway

Garda Statistics: The Garda Annual Report and the announcement of quarterly crime statistics are the mechanisms through which crime statistics are normally presented. Since 2003, statistics on motivation for all headline and non-headline crime have been collected through the Garda PULSE system. The development of a standard definition of a ‘racially motivated crime’ has also helped facilitate data capture.

Complementary Crime Data Sources: It has been widely acknowledged at an international level that crime statistics should be augmented by forms of data collection and analysis that is additional to that produced by police forces. National Crime Surveys are undertaken in Ireland from time to time, either by bodies such as the Economic and Social Research Institute (1982/3) or the Central Statistics Office as part of its quarterly National Household Survey (1998).

NCCRI Incidents relating to Racism Reporting System: The NCCRI voluntary reporting mechanism, established in 2001 provides a valuable complementary source of information and analysis of racist incidents. A report of such incidents is prepared every six months and forwarded to the relevant body with statutory responsibility for responding to such incidents.

Equality data: Further data is provided, by cases related to harassment, on the relevant grounds in the equality legislation that come before the Equality Tribunal and through the casework of the Equality Authority.

Priorities

The priority will be to support the development a comprehensive and integrated data strategy in relation to these forms of racist incidents. This includes Garda crime statistics, and sources such as national crime surveys and complementary reporting mechanisms, against a backdrop of increasing harmonisation of data collection for comparative purposes across the EU.

Measures:

- 1.5.1 Develop a comprehensive data/statistics strategy for crime statistics, including a focus on crime motivated by racism.
- 1.5.2 Publish and provide analysis of levels and trends on racially motivated crime as part of An Garda Síochána Annual Report.
- 1.5.3 Include a focus on crime motivated by racism in regular national crime surveys and/or as part of a future quarterly national household surveys.
- 1.5.4 Develop a focus on cultural diversity and racially motivated crime in the work of the National Crime Council through the development of a research and analysis initiative.
- 1.5.5 Work towards greater harmonisation of crime data related to racism with other countries in the EU/OECD through mechanisms such as the EUMC RAXEN initiative and the International Crime Victimization Survey.

1.6 Develop Anti Racism and Diversity Plans (ARD) at city and county level.

Key challenges

The potential impact of the NPAR at city/county local levels will be in large part dependent on the development of a clear local action plan and an effective implementation strategy. Key stakeholders at city/county level include:

- Local Authorities, including City and County Development Boards and Social Inclusion Units.
- FAS and the regional offices of the Department of Social and Family Affairs.
- Regional administrative bodies responsible for health and education.
- Local area development partnerships.
- Social partner bodies, including those representing the community and voluntary sector and cultural and ethnic minority interests.

Developments Underway

City and County Development Boards and Social Inclusion Units: These bodies have assisted local authorities to develop a stronger focus on combating all forms of social exclusion. Relevant targeted initiatives include support for cultural and sporting activities, making information more accessible in different languages and participating in anti racism initiatives.

Know Racism: Know Racism, the national public awareness programme has helped support a significant number of local anti racism strategies.

Local Anti Racism Strategies: Galway city is currently in the planning stage of developing a local anti racism strategy. A similar initiative is also being considered in Cork.

Equality template: An equality template has been developed by the Equality Authority to assist City and County Development Boards and their partners to thread the equality agenda through the strategy and planning processes. The Equality Authority has published guidance on equality proofing of strategic plans and on impact assessments for new measures being implemented under the plans.⁴⁴

Local Development: Local Development Partnerships have supported initiatives that focus on the integration of targeted groups, such as Travellers, refugees and migrants and social supports for the inclusion of asylum seekers.

Priorities

Anti Racism and Diversity Plans will be developed on a phased basis at a City and Council level, beginning in a number of pilot areas in the larger urban areas. It should be noted that some local authorities have social inclusion units (SIUs). Dublin City Council set up a SIU of its own initiative and such units have been established in 8 other local authorities on a pilot basis. City and County Development Boards (CDB's), on the other hand, are separate entities in each local authority area. The remit of the CDBs is to coordinate and integrate the delivery of services in the area and to draw up city/county strategies for the social, economic and cultural development of the area.⁴⁵

Allowing for adequate flexibility to suit local circumstances, Anti Racism and Diversity (ARD) Plans will be coordinated through broad based steering groups supported/coordinated by City and County Development Boards/Social Inclusion. The role of the broadly based steering group will be to advise on the development and implementation of the Plan. ARD plans will be resourced through a partnership of national and local funding sources.

The further development of the equality-proofing template for City and County Development Boards has the potential to ensure that strategic planning at local authority level is inclusive of all the grounds covered by the equality legislation.

⁴⁴The Equality Authority, (2003). An Equality Proofing Template for the City and County Development Boards.

⁴⁵See also Part Four: Implementation

Measures

- 1.6.1 Develop Anti-Racism and Diversity Plans (ARD) in ten pilot areas, consistent with the Intercultural Framework set out in the NPAR and to apply the equality impact assessment template for city and county development boards as part of the preparation of these plans.
- 1.6.2 Draw up guidelines to inform the development of ARD Plans.
- 1.6.3 Establish broadly based steering groups in the ten pilot areas to help advise on the development of the ARD Plans, involving statutory administrative bodies, local development partnerships, social partners, local authorities and community organisations working closely with cultural and ethnic minorities.

1.7 Maximise participation in policy developments at European and Global Levels to combat racism

Key challenges

The importance of linkages at European and global levels to combat racism is highlighted through the origins of the National Action Plan Against Racism (NPAR) in the United Nation's World Conference Against Racism. The key challenge is to ensure that policies to combat racism and support integration at national, European and Global level are mutually supporting and reinforcing.



Ms. Natalie Prouvez, Secretary to the UN CERD Committee, Mr. Philip Watt, Director NCCRI; Mr. Martin O'Brien, Dr. Alpha Connelly, Chief Executive, IHRC and Dr. Maurice Manning, President of the IHRC attending an information seminar on the Convention on the Elimination of Racial Discrimination (CERD) and the monitoring process. The seminar was jointly organised by the NCCRI and the IHRC and took place in Dublin in November 2004.

Policy context and developments underway

CERD: Ireland's first report under the International Convention of the Elimination of all Forms of Racial Discrimination (CERD), was submitted to the UN in early 2004, and will help to benchmark present and provide a means of assessing future progress in combating racism.

European Cooperation: Ireland works closely with its European partners to combat racism at both national and international levels. This cooperation will grow with increased harmonisation at EU level of policy on discrimination and integration.

Monitoring: Ireland is committed to playing a full role in the international bodies which monitor and encourage good practice in combating racism, including the European Monitoring Centre on Racism and Xenophobia (EUMC), the European Commission on Racism and Intolerance (ECRI), the Office of the United Nation's High Commissioner on Human Rights (UNHCHR) and Organisation of Security and Cooperation in Europe (OSCE).

EU Expansion: The recent expansion of the EU from fifteen to twenty five States in 2004 provides the potential for broader cooperation in combating racism across Europe.

Development Aid and Cooperation: Under the aegis of the Department of Foreign Affairs, Development Cooperation Ireland (DCI) is the Government of Ireland's programme of assistance to developing countries. Ireland has had an official development assistance programme since 1974. Funding for the Programme has grown steadily over the years to its current size of approx. EUR 450 million in 2003. The Programme supports infrastructure for development aid and co-operation in many developing countries throughout the world. Many development workers participate in anti racism and intercultural awareness training before working in developing countries.

Priorities

The priority is for Ireland to play an active role with our European partners in combating racism, to continue to ensure full compliance with agreed EU and international policy and to ensure that policy at a national, European and Global level are mutually reinforcing and supporting.

Measures:

- 1.7.1 Benchmark progress in addressing racism through the preparation of regular national reports to the Committee on the Elimination of all Forms of Racial Discrimination under CERD, including progress related to the NPAR
- 1.7.2 Support a range of initiatives that highlight emerging good practice and expertise in combating racism and supporting interculturalism in Ireland

- 1.7.3** Maximise the potential of the EUMC RAXEN initiative to provide detailed analysis and data related to racism and anti racism strategies in Ireland and in a European context.
- 1.7.4** Contribute proactively to the on going harmonisation of anti discrimination and integration policy at EU level, including in the context of EU enlargement and to carefully monitor the impact of the latest enlargement on the level of racist incidents.

1.8 Maximise cooperation to combat racism within Ireland on a north/south basis and between Ireland and Britain.

Key challenges

Maximising the co-operation to combat racism within Ireland on a north/south basis is an important expected outcome from the NPAR. There are a number of policy areas where such cooperation could have a significant impact including:

Policy context and developments underway

Cooperation: The National Steering Group that oversaw the consultative phase of the NPAR included representatives from the Office for the First and Deputy First Minister in Northern Ireland. There has been significant north-south cooperation between:

- The Equality Authority and the Equality Commission for Northern Ireland which is organised around an annual joint Board meeting and reflected in their joint involvement in Anti-Racist Workplace Week.
- The two Human Rights Commissions reflected in the north-south committee they have established on the issue of racism.
- The NCCRI and Equality Commission for Northern Ireland in their joint work on the European week against Racism.

East-West cooperation has also been a feature of the joint Equality and Human Rights Forum which brings together the specialised equality bodies and the Human Rights Commissions in Ireland, Northern Ireland and Britain.

Institutions: The Good Friday Agreement including the North/South Ministerial Council and the British/Irish intergovernmental Conference provide further potential to develop joint approaches focussing on racism and interculturalism. There have also been strong north/south links between NGOs, including the preparation phases for the WCAR.



Conference combatting Racism in an enlarged European Union June 24 organised jointly by the NCCRI, Department of Justice, Equality & Law Reform, Department of Foreign Affairs and the European Monitoring Centre on Racism and Xenophobia in Vienna. Photo by Moya Nolan

Priorities

The development of the UK National Action Plan Against Racism (NAPAR) and the Irish National Action Plan Against Racism provides a significant opportunity to enhance co-operation on north/south basis within Ireland and on an east west basis between Ireland and Britain.

Measures

- 1.8.1 Develop a grant scheme jointly funded by the British and Irish Governments to support increased cooperation within Ireland North and South and between Ireland and Britain focussing on combating racism and supporting an intercultural approach to policy development.
- 1.8.2 The development of North South dimension to the Intercultural Forum established as part of this Plan (see Objective Five).

Objective Two: Inclusion

Objective Two: Inclusion	To ensure economic inclusion and equality of opportunity, including a focus on employment, the workplace and poverty.
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Objective Two is primarily concerned with economic inclusion and equality of opportunity, including a focus on employment, the workplace and combating poverty. Objective Two is closely linked to Objective Three, which includes a focus on common outcomes in service provision in education, health, social services and childcare, accommodation and the administration of Justice.

The expected outcomes under the framework objective Two: ‘Inclusion’ are summarised as follows:

Inclusion: Expected Outcomes

2.1	Inclusion through macro economic and social policy planning.
2.2	Inclusion through employment rights, responsibilities and workplace policy.
2.3	Inclusion through public service modernisation.
2.4	Inclusion through national plans and programmes that tackle poverty and social exclusion.
2.5	Inclusion of migrant workers, consistent with the requirements of policy on immigration, employment and equality.
2.6	Inclusion through vocational training and employment service strategies.
2.7	Inclusion through the development of a comprehensive approach to social and equality statistics.

2.1 Inclusion through macro economic and social policy planning.

Key challenges

Macro economic and social policy planning at both European and national state level has a key role to play in ensuring that there is economic inclusion and equality of opportunity for all. A key challenge is to move away from the ‘one cap fits all approach’ to policy planning to a position where economic and social cohesion policy makes reasonable accommodation of cultural diversity and promotes positive action measures.

Developments Underway

EU Economic and Social Cohesion Policy: The EU has emphasised the importance of including migrants and minorities into broader EU economic and social cohesion policy including:

- The structural funds and community initiatives, including EQUAL and URBAN II and a range of education and youth programmes.
- The restructuring taking place as a consequence of EU enlargement.

EU Employment Policy: The European Employment Strategy (EES) was launched in 1997 with a view to making decisive progress in the fight against unemployment within five years. The 2002 impact evaluation of the strategy provided the focus for the future shape of the EES. The new Strategy, covering the 2003-2010, which is

based on three over-arching objectives (full employment, quality and productivity at work, cohesion and an inclusive labour market) and insists on a better delivery and governance of the EES. It also contains a new set of 10 Employment Guidelines. Since 1st May 2004 the EES European Union applies to all 25 Member States of the European Union.

Social Partnership Agreements: At a national level, Social Partnership Agreements including the present agreement covering the period 2003-2005, 'Sustaining Progress', provide important opportunities to ensure there is a reasonable focus on cultural diversity in Ireland. For example under 'Sustaining Progress', the Government and Social Partners have identified a special initiative on 'migration and interculturalism' as one of the ten areas of national policy to be the subject of a sustained effort over the period of the Agreement. The Development of the National Action Plan Against Racism is particularly significant in this context.⁴⁶

The National Development Plan: The current National Development Plan 2000-2006 includes important EU, national and private investments in regional development, economic and social infrastructure, employment and human resources, equality and promoting social inclusion. Most of the emphasis on equality in the present NDP is towards equality for women, gender mainstreaming, childcare, education and training for educationally disadvantaged women and specifically marginalised groups.

Priorities

As part of the mainstreaming approach set out in this Plan, mechanisms will be developed to ensure that macro economic planning and social cohesion policy instruments will make reasonable accommodation of cultural diversity and take positive action measures.

Measures

2.1.1 Proof key macro-economic and social planning processes/national agreements to ensure they combat racism, make reasonable accommodation of cultural diversity and include for positive action for Black and minority ethnic communities. Proofing will include the undertaking of impact assessments to determine the likely outcomes for minority ethnic groups from key policy instruments. Proofing will take place during the three distinct phases of policy development:- preparation, implementation and review. A template will be drawn up to support this process, and will include a focus on:

⁴⁶ Social Partnership Agreement 2003-2005, Sustaining Progress, paragraph 2.5.

- National Social Partnership Agreements.
- National Development Plan.
- National Employment Strategy.
- National Action Plan on Social Inclusion.

2.1.2 Proof forthcoming policies at a European level that impact on employment and the workplace, to ensure that cultural diversity is reasonably accommodated; for example, the transposition of employment related EU Directives into Irish law.⁴⁷

2.2 Inclusion through employment rights, responsibilities and workplace policy.

Key challenges

The rapid pace of economic and social change in Ireland is impacting on the workplace and creating new challenges in the areas of employment rights and responsibilities and policy within the workplace. The Department of Enterprise Trade and Employment has acknowledged that the changed labour market environment has also given rise to new concerns about workplace relationships, including issues such as family friendly policies, bullying and racism.⁴⁸

These changes and challenges have been highlighted by a significant increase in employment related discrimination cases. The number of employment cases referred under the race ground to the Equality Tribunal increased from 43 in 2002 to 85 in 2003 which is a 98% increase.⁴⁹ 30% of the casefiles of the Equality Authority related to the race ground and 2% to the Traveller ground under the Employment Equality Act.



Anti-racist workplace week November 1st - 7th 2004.

⁴⁷ Such as Directive 2002/14/EC, which employees in establishments over a certain size the right to information and consultation about the business in which they work.

⁴⁸ Department of Enterprise Trade and Employment, (2003). Statement of Strategy 2003-2005, p42.

⁴⁹ www.odei.ie

Policy context and developments Underway

Preventing discrimination: Discrimination in employment is covered by the Employment Equality Acts 1998 and 2004. The Equality Tribunal, the Labour Court and the Circuit Court are for redress under the legislation. The legislation establishes the Equality Authority as the specialised equality body to combat discrimination and to promote equality.

Employment Rights: There is a wide range of employment related legislation, that set out important rights and responsibilities within the workplace and which have important implications for all workers, including those from minority ethnic groups. For example the Unfair Dismissal Act 1973-1993, which provides that the dismissal of an employee wholly or mainly on various grounds, including race, colour, membership of the Traveller community and on the grounds of religious opinion, is considered an unfair dismissal.

Information and Enforcement: Within the Department of Enterprise, Trade and Employment there is a labour Inspectorate and an Employment Rights Information Unit within an overall Employment Rights Section. The role of the Inspectorate is to ensure observance of occupational safety, health and labour legislation, minimum pay and registered employment agreements. The Employment Rights Section is responsible for the administration, enforcement and review of most labour legislation concerned with employment rights. The Information Unit informs people of the rights and responsibilities of employees and employers under the legislation.

The workplace: There have been a range of initiatives to support the emergence of an intercultural workplace developed around the annual Anti-Racist Workplace Week which is organised by Congress, IBEC, CIF, SFA, Department of Justice, Equality & Law Reform, IFA, Chamber of Commerce in Ireland and the Equality Authority. On a wider front the Equality Authority convenes a Framework Committee under the Sustaining Progress National Agreement which has a remit to support equality at enterprise level. This involves Congress, IBEC, HSEA, LGMSB, the Equal Opportunities Network, the Department of Finance and the Department of Justice, Equality & Law Reform (which provides funding to the committee). The Committee has worked to stimulate, support and resource planned and systematic approaches to workplace equality.

Priorities

The NPAR will seek to support the development of a workplace in which diversity is valued, people work together to achieve the organisation's objectives and listen to and respect each other and where racism has no place. This approach requires all stakeholders within the workplace to work together and is underpinned by a range of employment legislation setting out rights and responsibilities. An anti racist workplace is defined as:⁵⁰

⁵⁰ Congress, IBEC, CIF, SFA, Know Racism, Equality Authority, (2003). Work Against Racism leaflet.

- Free from discrimination and harassment,
- Is welcoming to black and minority ethnic and traveller employees and customers
- Accommodates and values diversity in the workplace,
- Takes practical steps to ensure equality,
- Communicates a message for greater equality within the wider community.

Measures

- 2.2.1** Development of a major awareness and compliance initiative by the Dept of Enterprise, Trade and Employment to:
- Provide accessible information on employment rights to migrants and minority ethnic groups.
 - Ensure, through the Labour Inspectorate, full observance of occupational safety, health and labour legislation, minimum pay and registered employment agreements, including in respect of migrants and minority ethnic groups.
- 2.2.2** Evolve and mainstream the principles established as part of anti racist workplace week into employment and workplace policy and to provide continued financial support for anti racist workplace week.
- 2.2.3** Provide and, as resources allow, enhance the capacity of bodies and agencies responsible for the enforcement of employment rights policy.
- 2.2.4** Encourage planned and systematic approaches to equality at workplace level by employers through further development of the work of the Framework Committee established and of the resources available to it.
- 2.2.5** Encourage staff associations and trade unions to take positive action to create awareness and to eliminate racism in the workplace.

2.3 Inclusion through public service modernisation.

Key challenges

The Public Service Management Programme includes a strong emphasis on the theme of Human Resource Management.⁵¹ There are a number of existing and forthcoming strategies related to human resources which have the potential to increase the participation of cultural and ethnic minorities in public services in Ireland, focussing on recruitment, awareness training for all staff and career opportunities.

⁵¹For commitments on quality Customer Services see www.bettergov.ie

Policy context and developments underway

Recruitment: A more open recruitment policy in the Civil Service has been developed by Government through the Public Service Management (Recruitment and Appointments) Act 2004. Among other issues, this legislation will allow individual departments and other public service bodies licensed, to recruit directly as well as through the Public Appointments Service.

Awareness Training: Anti racism and intercultural awareness training is currently being undertaken in many public service organisations.

Equal Opportunities: A gender equality policy for the civil service was launched in September 2001. This policy commits the civil service to the adoption of equality goals at the level of individual Departments and offices for increasing women's participation, particularly at the higher management levels.

Diversity: A Diversity Policy for the civil service was launched in July 2002. "Diversity in the Civil Service" sets out the civil service policy on implementing equality of opportunity and, together with the Gender Equality policy, replaces the 1986 Equal Opportunities policy and guidelines for the civil service.

Bullying & Harassment: A civil service policy on Bullying and Harassment was launched in March 2000. The policy defines harassment, sexual harassment and bullying. It summarises the civil service policy in this regard and illustrates the types of behaviours that constitute harassment, sexual harassment and bullying and sets out the process to be followed in the investigation of a complaint of such behaviour.

Priorities

The overall priority is to ensure that human resource management policy within the context of public service modernisation, will seek to make reasonable accommodation of cultural diversity and to implement positive action for full equality in practise for Black and minority ethnic employees, focusing on recruitment, promotion and equality and diversity training for staff.

Measures

- 2.3.1** Undertake a new high-level initiative within the Public Service Modernisation Programme to promote full equality in practise in recruitment from cultural and ethnic minorities into the public service and in their career progression.
- 2.3.2** Implement equality and diversity training across all public bodies that include a focus on racism and interculturalism and that develops an awareness of these issues and that builds staff competencies to manage and operate within a culturally diverse workplace.

2.4 Inclusion through national plans and programmes that tackle poverty and social exclusion

Key Challenges

In many countries research has shown that cultural and ethnic minorities can experience higher levels of poverty and linked forms of social exclusion. Access to adequate income, employment, accommodation, education, health provision and participation in decision making, all have an important role to play in combating poverty and social exclusion.

The European Union places a strong emphasis on linking up policies that address discrimination with broader social cohesion and employment measures. The key challenge is to ensure that policies designed to impact on poverty and social exclusion in Ireland make reasonable accommodation of cultural diversity and take positive action measures in Ireland.

Policy context and developments underway.

National Action Plan Against Poverty: The new National Action Plan Against Poverty and Social Exclusion, (NAPs/inclusion), launched in July 2003 has a key overarching role to play in combating all forms of poverty, including the poverty experienced by minority ethnic groups. NAPs/inclusion makes specific acknowledgement of Travellers as a vulnerable group and identifies as a policy task the development of further policies to enable Travellers to achieve greater integration, while respecting their distinctive way of life⁵². NAPs/inclusion recognises that the integration of migrants will play a key role in combating poverty and recommends ‘the integration of migrants with a view to combating their social exclusion and accommodating cultural diversity’.⁵³

National programmes: There are a range of existing national programmes on poverty and social exclusion within which an intercultural dimension could be built or enhanced. These include, for example:

- The Local Development Social Inclusion Programme, including 38 partnerships, 33 community groups and 4 employment pacts (Department of Community, Rural and Gaeltacht Affairs).
- PEACE and RAPID Programmes (the Department of Community, Rural and Gaeltacht Affairs).
- The Equal Opportunities Childcare Programme (the Department of Justice, Equality and Law Reform).
- Local Drug Task Forces (the Department of Community, Rural and Gaeltacht Affairs).

⁵²Department of Social and Family Affairs. National Action Plan Against Poverty and Social Exclusion 2003-2005, p11.

⁵³ibid, p13.

- The Community Development Support Programme/Family Resource Centres (the Department of Community, Rural and Gaeltacht Affairs and the Department of Social and Family Affairs).

Priorities

The priority will be to build an intercultural dimension into all government programmes/initiatives to combat poverty and social exclusion, consistent with the overall terms of reference within these programmes/initiatives. This will include the need for strong linkages between the implementation of the NPAR and NAPs/inclusion.

Measures

- 2.4.1 All bodies responsible for implementing Government/EU programmes aimed at tackling poverty and social inclusion will be required to outline in detail how they will combat racism, make reasonable accommodation of cultural diversity and take positive action to contribute to full equality in practise for Black and minority ethnic communities.
- 2.4.2 Update the specific commitments on minorities and migrants outlined in the NAPs/inclusion as more information and data becomes available.
- 2.4.3 Adjust performance indicators related to progress in combating anti poverty and social exclusion.
- 2.4.4 Establish a coordinating mechanism to ensure linkages and synergies between the NPAR and NAPs/inclusion.

2.5 Inclusion of migrant workers, consistent with the requirements of policy on immigration, employment and equality.

Key challenges

Building on developments underway, the key challenge will be to ensure that migrant workers are integrated in a way that is consistent with the requirements of policy on immigration, employment and equality.

This requires a multifaceted approach that recognises that some migrant workers will become resident and make their permanent homes in Ireland, while others will stay in Ireland for relatively short periods before returning home or finding work in another country. It requires consideration of the different forms of work permit/visa and related entitlement to family reunification. It requires consideration of the roles of service providers, employers and local communities in this process.

Of immediate concern are challenges such as the regulation of recruitment agencies, access to information and the observance of employment rights in places where migrant workers are employed, (including in the home) and ensuring that migrant workers are both aware of and can access key employment and equality protections as appropriate.

Developments underway

Recruitment: The review of the Employment Agency Act, 1971 is in addition to the proposed legislation to revise and to place the work visa/work permit system on a statutory basis.

Work permits and visas: The Government is currently developing legislation to revise and to place the work visa/work permit system on a statutory basis.

Information and advice: Information and advice for migrant workers is available from a range of sources including statutory sources (see 2.2), NGO's working with migrants,⁵⁴ trade union⁵⁵ and employer bodies and expert and specialised agencies.⁵⁶

Immigration Policy: The Government is bringing forward an overall immigration policy within a structured framework and is currently considering a new medium term economic migration policy.

Priorities

There are a number of measures that can be taken in the short term included in this Plan that focus on migrant workers and issues such as recruitment, access to information and employment rights. In the medium term there is a need to develop a more focussed and comprehensive policy on integration for migrant workers that seeks to address their social, cultural, and economic needs in a holistic way, consistent with the intercultural framework outlined in this Plan and consistent with overall government policy.

Measures

- 2.5.1 Develop a comprehensive policy on the integration of migrant workers and their families, consistent with Government policy on immigration, equality and employment.
- 2.5.2 Establish a broadly based advisory group to contribute to the development of an integration policy focusing on migrant workers and their families.
- 2.5.3 Complete the review of the Employment Agency Act, 1971 to take into account the regulation of employment agencies including recruitment and placement activities.
- 2.5.4 Complete the revision of and place on a statutory basis the work permit and working visa/work authorisation systems through the forthcoming Employment Permits Bill.

⁵⁴Including the Immigrant Council of Ireland and the Migrant Rights Centre.

⁵⁵Including the SIPTU 'City Bridges' initiative.

⁵⁶Including the NCCRI and the Equality Authority.

2.5.5 Include a focus on migrant workers in initiatives designed to raise awareness and compliance with employment rights, through for example

- Providing quality information to all, with targeted inclusion of migrant workers.
- Ensuring compliance of employment legislation through the labour Inspectorate.

2.6 Inclusion through vocational training and employment services strategies.

Key challenges

Employment training and employment services play a key role in promoting social inclusion in Ireland and they help support the integration of the most marginalised minority ethnic groups into the labour market. The Plan will seek to act as a catalyst for a number of initiatives in the area of employment services and training.

Developments underway

Labour market measures: The Department of Enterprise, Trade and Employment supports the participation by the Traveller community in labour market measures aimed at the long term unemployed.

Training: FÁS identifies Travellers as a distinct group, included under the Community Employment and Jobstart schemes and there are specific programmes for Traveller women. The Local Employment Service (LES) has also introduced specific measures to include Travellers. FÁS has developed a ‘Back to Work’ programme specifically aimed at refugees and those with leave to remain. However this programme has not been rolled out throughout the country and is currently confined to only a few regions.

Language: Integrate Ireland Language and Training, coordinates English language provision for refugees which are important precursors to employment or vocational training courses.

Priorities

The potential of training and employment services as an integration measure will be developed as part of the NPAR.

Measures

2.6.1 Develop an overall strategy to training and employment services, with reference to broader equality policy.

2.6.2 The FÁS ‘Back to Work’ programme for refugees and people with leave to remain will be rolled out throughout the country, based on an assessment of overall need.

- 2.6.3 Provide a coordinated approach to advice and support, including individual assessment of need, for vocational training and accessing employment for refugees. (see outcome 6.5)
- 2.6.4 Integrate language supports into training and employment services through a new targeted programme.
- 2.6.5 Develop a programme to address employment of Black and minority ethnic workers with a particular focus on developing strategies for effective recognition of qualifications.
- 2.6.6 Develop a programme to address unemployment within the Traveller community based on the recommendations of task Force on the Traveller community.

2.7 Inclusion through the development of a comprehensive approach to social and equality statistics.

Key challenges

The development of a comprehensive statistical and data framework focusing on social and equality objectives will assist in process of setting targets and measuring policy progress in related policy areas. In the context of this objective, this includes a particular focus on statistical programmes and administrative data related to the policy areas of employment, the workplace and poverty.

Developments Underway

Overall Strategy: The recommendations of the recent report of the National Statistics Board (NSB), provides the basis for a comprehensive national strategy on social and equality statistics.⁵⁷

Statistical Potential of Administrative Records: Following the NSB Report, the CSO published a working report on the statistical potential in six government departments.⁵⁸

Measures

- 2.7.1 Ensure that key sources of national socio economic data are evolved to make reasonable accommodation of cultural diversity and take positive action measures, including:
 - Census of population
 - Quarterly National Household Survey
 - Live Register of Unemployed

⁵⁷ National Statistics Board, (2003). Developing Irish Social and Equality Statistics

⁵⁸ Central Statistics Office, (2003). The Statistical Potential of Administrative Records

- Household Budget Survey
 - Statistics on Income and Living Conditions (EU SILC)
- 2.7.2** Develop a formal data/statistics strategy in each Government department, consistent with the outcomes of the report of the National Statistics Board that includes a focus on cultural diversity.
- 2.7.3** Establish Departmental Statistical Committees to advise on the process of developing social and equality statistics that bring together data users, and appropriate outside experts.
- 2.7.4** Publish a consolidated annual report on key social and equality trends including a focus on cultural diversity in employment/unemployment, the workplace and poverty.

Data Protection

The Data Protection Act 1988, as amended, sets out conditions for the processing of personal data. Personal data as to racial or ethnic origin is 'sensitive personal data' for the purposes of the Data Protection Act and more stringent conditions, set out in section 2B of the Act, apply to the processing of sensitive personal data.

Objective Three: Provision

Objective Three: Provision	Accommodating cultural diversity in service provision, Including a focus on common outcomes, education, health, social services and childcare, accommodation and the administration of justice.
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This section of the Plan is structured to both take account expected outcomes for all service providers (section 3) and expected outcomes in specific policy areas (sections 4-7). Objective Three is closely linked to Objective Two, which includes a focus on employment, the workplace and poverty.

Section	Focus
3	Service Provision: Common Outcome
4	Education
5	Health, Social Services and Childcare
6	Accommodation
7	Administration of Justice

3. Service Provision: Common Outcomes

Key Challenges

The key challenge is to ensure that access to and the delivery of public services make reasonable accommodation of cultural diversity and take positive action measures.

The key policy initiatives linked to improving access to and delivery of public services are the public service modernisation programme (the Strategic Management Initiative)⁵⁹ and the National Anti-Poverty Strategy (provisions on access to services section 25). A key theme within the modernisation programme is Quality Customer Service (QCS), which is underpinned by a number of principles, including the principle of equality/diversity.

Recent research reveals that while there has been much progress, there needs to a much more sustained and proactive approach to the implementation of the public service modernisation programme if it is to become widely embedded at all levels of the public service, particularly among those at lower and middle grade levels.⁶⁰

Policy context and developments underway

Sustaining Progress Commitments: ‘Sustaining Progress’ contains strong commitments to developing quality public services, including the continued modernisation of the Civil Service, health, education and local government sectors, including a focus on equal opportunities in employment.

⁵⁹See www.bettergov.ie

⁶⁰NGM, (2003). Report on Communicating change and modernisation in the civil service.

Equality/Diversity: The Equality/Diversity principle underpinning QCS reflects the legal requirements placed on service providers by the Equal Status Acts 2000-2004 and developments related to rural development, anti poverty and the Irish language. It commits service providers to ensure the rights to equal treatment and to accommodate diversity under the nine grounds in the equality legislation. An information pack and research reports was produced to support this process.⁶¹

Consultation: There has been significant progress has been made in recent years by Irish public service organisations in consulting with a diverse range of external customers. However government commissioned research shows that in comparison with the good practice examples identified internationally, efforts to engage effectively with the external customers of the public service are at a comparatively early stage in Ireland.⁶²

Proofing and impact assessments: Proofing and Impact assessments on policy are already undertaken in the policy areas of planning/environment and are being developed within the health sector. Optimum models for equality proofing, including the undertaking of impact assessments, are currently being considered by a working group convened by the Department of Justice, Equality and Law Reform.

Priorities

The priority is to apply a ‘whole system’⁶³ approach to ensuring that access to and the delivery of public services make reasonable accommodation of cultural diversity and take positive action measures, with reference to broader equality policy including the use of equality reviews and equality action plans.⁶⁴

Whole System Approach summary

Mainstreaming (M): Building an intercultural approach into policy planning and service provision.

Targeting (T): Developing specific policy priorities tailored to meet the needs of different groups based on evidence of inequality/disadvantage.

Benchmarking (B): Developing data/statistics programmes through which progress can be measured in meeting targets and timescales.

Engagement (E): Consultation with and the participation of key stakeholders.

⁶¹SMI/Equality Authority, (2002). Support Pack on the Equality/Diversity Aspects within QCS and Pillinger J, (2002). Research Report on Equality/Diversity and Quality Customer Service.

⁶²Humphreys P, (2002). Effective Consultation with the External Customer. Institute of Public Administration.

⁶³See Part Two Section 2.2 for full definition of ‘whole system approach’.

⁶⁴Equality Authority. www.equality.ie

Provision: Overall Expected Outcomes

3.1	Develop a template for service providers to underpin the National Action Plan Against Racism. (M)
3.2	Build an intercultural dimension into the Public Service Modernisation Programme as part of the equality/diversity theme. (M)
3.3	Mainstream/develop anti racism and intercultural training in all government departments and statutory agencies. (M)
3.4	Develop the business case for diversity in the private sector. (M)
3.5	Develop targeted initiatives focussing on access to key public services, for Travellers, refugees and migrants. (T)
3.6	Develop a comprehensive framework of social and equality statistics to meet policy and service provision needs. (B)
3.7	Develop a clear policy on how diverse external customers/key stakeholders will be consulted on policy and service provision on an ongoing basis. (E)

3.1 Develop a template for service providers to underpin the National Action Plan Against Racism.

The development of a template to underpin the NPAR provides a mechanism through which an anti racism and intercultural dimension to service provision can be developed with reference to the broader equality/diversity agenda.

Measures

3.1.1 Develop a template to provide guidance for service providers in implementing the National Action Plan Against Racism, with reference to broader equality, anti poverty and public service modernisation policy.

3.2 Build an intercultural dimension into the public service modernisation programme.

As part of existing commitments on equality/diversity, there will be a new high profile initiative focussing on developing intercultural approaches to service provision⁶⁵. The initiative should focus on both human resource management and providing quality customer services.

⁶⁵ See Part Four, Outcome 3.2.

Measures

- 3.2.1 Develop a focus on competencies to promote equality and combat discrimination within the Performance Management and Development System.
- 3.2.2 Develop further resource materials/awareness initiatives to support greater understanding among service providers of the needs of customers from cultural and ethnic minorities and implement a programme of cultural awareness training among service provider staff.
- 3.2.3 Equal status reviews and action plans will be implemented by key service providers in the public sector. These will be supported by guidance materials developed by the Equality Authority.

3.3 Mainstream/develop anti racism and intercultural training in all government departments and statutory agencies.

There is an increasing number of government and statutory agencies that organise anti racism and intercultural training for staff which is delivered by bodies such as the NCCRI, training consultants and NGO's.

Measures

- 3.3.1 Integrate anti racism and intercultural training into in-service modules under the public service modernisation programme (SMI), with reference to broader equality/diversity policy.
- 3.3.2 Develop an anti racism/intercultural 'training for trainers programme' for training units in government departments and statutory agencies.
- 3.3.3 Develop an intercultural training initiative focussing on local authorities.

3.4 Develop the 'business case for diversity' in the private sector.

There is growing awareness among the private sector in Ireland of the business case for accommodating cultural diversity both in terms of human resource policy and tailoring the provision of goods and services to reflect the increasingly diverse customer base that exists both within Ireland and in wider European markets.

This awareness is now beginning to be reflected in both workplace and marketing strategies by companies seeking to realise the full potential of their employees and their customer base. Recent surveys also highlight the need for greater awareness in the private sector to the obligations required under the equality legislation.

Measures

- 3.4.1 Develop a new high-level initiative with the private sector focussing on developing the business case for accommodating cultural diversity in the workplace involving key stakeholders.

3.4.2 Develop a new mentoring scheme to enable larger companies in the public and private sectors with a developed business case for diversity, to pass on their approach and experience to smaller companies.

3.4.3 Undertake research on best practice related to developing the business case for diversity in Ireland.

3.5 Develop targeted initiatives focussing on access to key public services, for Travellers, refugees and migrants.

Where groups, including Travellers, refugees and migrants experience additional barriers in accessing key public services, targeted strategies will be developed to overcome these barriers. Where appropriate, targeted initiatives should also provide a focus on the inclusion of women, people with disabilities, younger and older people and gay and lesbians from cultural and ethnic minorities.

Measures:

3.5.1 Implement a range of targeted initiatives outlined under each of the key policy areas including education, health and social services, accommodation and the administration of justice.

3.5.2 Develop guidelines and examples of good practice of targeted initiatives.

3.6 Develop a comprehensive framework of social and equality statistics to meet policy and service provision needs.

A comprehensive framework of social and equality statistics to meet policy needs will be developed incrementally, based on the recent recommendations of the National Statistics Board.

Measures:

3.6.1 Implementation of the recommendations of the report of the National Statistics Board (NSB) ‘Developing Irish Social and Equality Statistics to meet Policy Needs’⁶⁶, including:

- The development of a framework for social and equality statistics by the CSO.
- The development of a formal data/statistics strategy devised by each government department and statutory agency.
- Support of the Senior Official’s Group on Social Inclusion for the implementation and evolution of this framework.
- Establishment of Departmental Statistical Committees bringing together data users, and appropriate outside experts, and where appropriate subcommittees covering individual policy areas.

⁶⁶National Statistics Board, (2003). Developing Irish Social and Equality Statistics.

- 3.6.2** The application of disaggregated social and equality statistics for the purpose of setting targets and measuring progress, related to the key objectives set out in the NPAR.

3.7 Develop a clear policy on how external customers/key stakeholders will be consulted on policy and service provision on an ongoing basis.

Within the overall commitments to improve engagement with external customers in policy development, measures will be undertaken to ensure reasonable accommodation of cultural diversity and positive action.

Measures

- 3.7.1** Outline as part of Government departments/statutory agency strategy statements/corporate plans/customer service plans, clear and reasonable mechanisms to engage with external customers/key stakeholders, including specific reference to cultural and ethnic minorities.
- 3.7.2** Publish guidelines and good practice relating to consultation with external customers, including cultural and ethnic minorities as part of the public service modernisation programme (SMI).

4.0 Education

Key challenges

Education is one of the most important ways of combating racism and developing a more inclusive, intercultural society in Ireland. There are four overall challenges identified in this Plan related to education:

- Through intercultural education strategies, pupils/students and young people in general must be enabled to appreciate the richness of a diversity of cultures and be supported in practical ways to recognise and to challenge prejudice and discrimination where they exist.⁶⁷
- Through intercultural education strategies, schools and colleges must be enabled to make reasonable accommodation and take positive action measures in response to the increasing cultural diversity among pupils, students and staff.

⁶⁷Department of Education and Science, (2002) Guidelines on Traveller Education in Primary Schools.

- The development of intercultural education strategies must make reference to statutory equality policy and take place at all levels within the education system, including:
 - Pre school level
 - Primary level
 - Second level
 - Adult and Further Education level
 - Third level
- The development of an intercultural strategy within the informal youth sector, including through the national youth services.

As part of the consultative process for the NPAR the Department of Education and Science drew up a range of recommendations for inclusion in the Plan, which were presented at a national education conference in November 2002. This section of the Plan draws extensively from this consultative process.⁶⁸

Policy Context and Developments Underway

There are already a number of significant policy initiatives taking place which are relevant to building an intercultural dimension into education policy including:

Curricula: The curricula at both primary and second level have undergone extensive revision in recent years and the changes are being implemented on a phased basis, supported by full time support services and extensive in-service training. The new curricula provide ample opportunity to extend children's awareness of their environment and the wider world, to learn about the lives of people in other countries and of their contribution to art, history, music, drama etc. The Social, Personal and Health Education aspects of the curriculum are designed to foster a respect for human dignity, tolerance and respect for the values and beliefs of others, and a celebration of diversity.

Additional resources and supports. Additional teaching and non-pay resources are provided to schools at both primary and second level to cater for the needs of children for whom English is not the mother tongue. In the current school year grant assistance has reached almost €2m and just under 500 additional teaching posts have been sanctioned. The Reception and Integration Agency (RIA) provides support in placing asylum seeker and refugee children in schools when they live in RIA accommodation centres, and supports schools in the integration of these children.

⁶⁸Department of Education and Science, (2002). Promoting Anti Racism and Interculturalism. Recommendations Towards a National Action Plan.

Funds are also provided to Integrate Ireland Language Training to provide a support programme for teachers responsible for the English language development of non-English speaking pupils.

In addition, additional grants and teaching resources are provided to schools to support the participation of Traveller children, and this is accompanied by a national network of Visiting Teachers.

Increased awareness: Through the publication of guidelines, resource materials, conferences and in-service training, there is increased awareness of the need to develop intercultural education strategies and greater awareness among schools and other educational institutions of their obligations under the Equal Status Acts.⁶⁹

Whole school planning: For some time, the Department of Education and Science has promoted ‘whole school planning’ as a national initiative in primary and second level schools in order to enhance the quality of learning. The school plan addresses the promotion of an equality strategy as part of its overall remit.⁷⁰

Youth Services: A number of national and local youth organisations have been active in developing strategies to combat racism and to raise awareness of cultural diversity, including the Youth Against Racism and Discrimination joint initiative. The National Youth Work Development Plan covers the period 2003-2007 and includes a commitment to ‘play a part in building a mutually enriching multicultural society’.⁷¹

Other actions under way to support the educational needs of minority ethnic students include

- information for schools on the integration of asylum seekers and travellers
- resource packs for schools prepared by organisations such as the National Consultative Committee on Anti- Racism and Interculturalism, and guidelines, policy documents and reports have also been provided by teacher unions and school management bodies
- a video for second level schools highlighting excerpts from the Mono TV programme
- expanding provision for language and literacy tuition for adults for whom English is not the mother tongue through the VEC literacy services.

Priorities

The key priority is to develop an intercultural education framework at all levels within education, which seeks to build on existing initiatives, which seeks to remove existing barriers to access and which makes reference to statutory equality policy.

⁶⁹Department of Education and Science, Equality Authority (2003). Schools and the Equal Status Act.

⁷⁰Department of Education and Science, (1999). Circulars, on School Development Planning.

⁷¹Department of Education and Science, (2003). Challenges for Youth Work-National Youth Work Development Plan 2003-2007.

Education: Expected Outcomes

The following are the expected outcomes and measures to achieve these outcomes under the education focus of this Plan.

4.1	Develop a national intercultural education strategy with reference to equality/diversity policy. (M)
4.2	Develop a more inclusive and intercultural school practise environment through the whole school planning process, admissions policies, codes of behaviour, and whole school evaluation. (M)
4.3	Accommodate cultural diversity within the curricula. (M)
4.4	Develop an intercultural implementation strategy within youth work. (M)
4.5	Enhance access and education service delivery to Travellers. (T)
4.6	Enhance the participation of refugees and asylum seekers in education up to 18 years of age, as well as the participation of refugees and those with humanitarian leave to remain in the State in Further and Higher Education provision. A specific focus on the needs of females will be part of this process.(T)
4.7	Enhance access and education service delivery to unaccompanied minors. (T)
4.8	Enhance provision of English as a second language. (T)
4.9	Evolve education related data systems to provide a comprehensive picture of diversity and policy progress. (B)
4.10	Strengthen the participation of key stakeholders in the development of an intercultural approach to education. (E)

4.1 Develop a national intercultural education strategy with reference to equality/ diversity policy.

Based on the recommendations of the Department of Education Report *‘Promoting Anti Racism and Interculturalism in Education’* an overall programme aimed at the reasonable accommodation of cultural diversity at all levels of the Irish education system will be implemented through a national intercultural education strategy, with reference to broader equality policy in Ireland. The strategy will focus on enhancing policies at national, organisational and institutional level; promoting greater dialogue with relevant educational interests and non governmental organisations; providing awareness and development programmes for staff; enhancing language tuition, and support services; developing culturally appropriate materials; and increasing the focus on monitoring, research and evaluation. This work will be progressed on an ongoing basis as resources permit.

Measures

- 4.1.1** Develop a national intercultural education strategy that will provide a blueprint for accommodating cultural diversity at all levels within the Irish education system with a focus on:
- The challenges of increasing cultural diversity for the Irish education system.
 - Developing a whole system approach to intercultural education focussing on mainstreaming at all levels within the Irish education system, targeting marginalised communities, developing ways of benchmarking progress, and ensuring engagement with key stakeholders.
 - The necessary supports needed to realise the overall strategy.
 - The linkages with broader equality/diversity policy.
- 4.1.2** Expand the work of the equality and intercultural steering group within the Department of Education and Science, involving a wide range of key stakeholders to assist in the implementation of an intercultural education strategic plan.
- 4.1.3** Implement an over-arching equality strategy which incorporates the core principles of anti-racism and interculturalism. This will provide for investment in awareness and staff development, curriculum and support systems, and address assessment, methodology and research and evaluation issues.
- 4.1.4** Develop guidelines for teachers at primary and post primary level on how best to mediate and adapt the curriculum to reflect expanding cultural diversity in Ireland.
- 4.1.5** Pilot an action research project in a number of post primary schools on accommodating diversity and building an intercultural approach to education policy.

4.2 Develop a more inclusive and intercultural school environment through the whole school planning process.

The school plan provides the most effective way of ensuring that anti-racism, cultural diversity and equality are promoted within individual schools. Under the Education Act 1998, each school board of management is required to prepare a school plan in collaboration with parents, staff and students, and ensure it is regularly reviewed and updated. School Development Planning is a national initiative supported by a full time support service, guidelines, resources and in-service training at both primary and second level. The overall aim is to embed in the school system a framework for collaborative planning and a quality cycle of continuing goal setting, self appraisal and review, which will enhance the quality of teaching and learning. The School Plan includes a focus on the aims and objectives of the school, and deals with such issues as curriculum and assessment, pastoral care, pupil behaviour, admission and discipline policies, staff deployment and development, parent and community links, school management & administration. The Education Act requires that the school addresses issues of equality of access and participation, and the guidelines on school planning place particular stress on equality proofing of the school plan and policies.

Whole School Evaluation provides an important opportunity to assess the effectiveness of a school's strategy within the context of its school plan.

School policies have a key role to play in the development of a more inclusive school environment as part of the whole school planning process, including policy related to:

- Admissions and Enrolment.
- Reception/induction of new students.
- Curriculum, including civic/social/religious education.
- Learning supports.
- Bullying.
- Child protection.
- Home/school liaison.
- Employment and Human Resource Management.

Schools will need support and guidance to ensure that they have the skills to work in an increasingly intercultural environment both within the school or in the broader community context in which the school is located.

Measures

- 4.2.1** Strengthen the implementation of an equality focus within school practice by:
- Strengthening guidelines on whole school planning for schools to ensure reasonable accommodation of cultural and ethnic diversity.
 - Providing guidance on an effective equality focus within codes of behaviour and admission policies.
 - Developing an equality focus in whole school evaluation that examines school practise from an equality perspective.
- 4.2.2** Further develop practical resource materials for schools to support this process.
- 4.2.3** Provide for training in interculturalism for teachers as part of primary and post-primary in-service training.

4.3 Accommodate cultural diversity within the curricula.

The curricula at both primary and second level have a key role in ensuring that students appreciate the richness of a diversity of cultures and are able to challenge prejudice and discrimination where they exist. The curriculum is designed to promote a respect for personal dignity and that of others, positive attitudes towards other cultures and ethnic groups, a commitment to the democratic process, and an awareness of the rights and responsibilities of citizenship. In particular, the Social Personal and Health Education aspects of the curriculum provide opportunities to introduce the themes of anti-racism and interculturalism. The new curricula are supported by in-service training, teacher guidelines, and full-time staff development teams.

At **post primary level** the Civic Social and Political Education programme is designed to prepare students for participatory citizenship, develop the skills of critical appraisal and decision making based on human rights and social responsibilities. The format allows scope for teachers to deal with issues such as gender equity, racism and xenophobia, interculturalism, development issues etc. Pupils are required to undertake at least two class/group action projects in such areas.

While there are opportunities within subject and programme areas (e.g. English, Arts, Religion, History and Geography, Home Economics, Music and Art and Business Education) to look explicitly at the issue of interculturalism and anti-racism, all subjects can be taught from a perspective which respects and reflects cultural diversity.

The **Leaving Certificate Applied programme** includes a Social Education Module which provides for contemporary issues and human rights issues to be discussed and promoted. Guidelines have been issued for teachers featuring examples of assignments, resources etc.

The NCCA has initiated work at **primary and post-primary** level to examine ways in which the existing curriculum can be mediated and adapted to reflect the emergence of an expanding multicultural society. It is expected that this process will be concluded shortly.

At **Further Education** level modules in interculturalism have been developed and approved by the Further Education and Training Awards Council for use across the sector.

Measures

- 4.3.1 Guidelines on intercultural education and the curriculum will be developed that will seek to mediate and adapt the existing curricula to reflect the emergence of a more culturally diverse society in Ireland.
- 4.3.2 Training and resource materials will be provided to support guidelines on intercultural education and the curricula.
- 4.3.3 New nationally certified modules in interculturalism will be provided in the Adult and Further Education Sector.

4.4 Develop an intercultural strategy within youth work.

Building on the commitments in the National Youth Work Development Plan and the work of existing national umbrella and local youth work organisations, an intercultural implementation strategy will be developed for the youth service, which will seek to take on board the ‘whole system’ approach advocated in this Plan, including mainstreaming and targeted strategies to combat racism and make reasonable accommodation of cultural diversity.

During the Irish Presidency of the EU, a declaration on Racism, Violence and Intolerance was progressed and adopted by the Council of Youth Ministers of the European Union. It called for concrete measures to be implemented by the European Commission and the Member States which will reinforce cooperation at all levels and between all actors to combat discrimination and racism.

Measures

- 4.4.1 An intercultural advisory committee consisting of key stakeholders in the youth sector, and relevant specialised and expert bodies and NGOs will be established to draw up an intercultural strategy for the youth service, including a focus on access, service delivery, ethos, proactive strategies, including targeted provision to groups such as refugees and Travellers.

4.5 Enhance access and education service delivery to Travellers.

Some of the key issues related to Traveller participation in education can be summarised as follows:

- High levels of participation by Travellers at preschool and primary level.
- Poor retention rates to completion of upper second level education by Travellers, notwithstanding improvements in recent years.
- Participation at third level is probably less than 20 Travellers per annum.
- Poor participation at adult/further education level
- Literacy levels improving, but a very high proportion of Travellers still unable to read or write.

The enhancement of access to education services for Travellers is a multifaceted issue that takes into account living circumstances, parent/pupil/teacher expectations and the wider marginalisation/social exclusion experienced by Travellers. This will require a multifaceted response, including review of existing education provision and supports at all levels within the education system.

Measures

- 4.5.1** Review existing provision, access and education service delivery at every level of the education system.
- 4.5.2** The development of a Traveller Education Strategy to improve the participation and achievement of Travellers at every level of education, with reference to the Report of the Task Force on the Travelling Community and the model provided by the Traveller Health Strategy.

The strategy will examine the effectiveness of existing measures including such issues as teacher training, encouraging the promotion of positive views of Traveller culture among the settled community, interculturalism, school development planning, data collection, transfer and progression within second level education, school enrolment policies, community and parental links, transport, second chance education, third level access, literacy and youth work.

4.6 Enhance the participation of refugees and asylum seekers in education up to 18 years of age, as well as the participation of refugees and those with humanitarian leave to remain in the State in further and higher education provision.

A specific focus on the needs of females will be part of this process. Some of the key issues related to participation of non-nationals in education include:

- Insufficient English language proficiency among some refugees.
- The need for additional teaching supports within the classroom.

- Lack of recognition of qualifications.
- Supports needed for specialised teachers.
- Barriers to participation in further and higher education

Measures

- 4.6.1** Review existing access to all levels of education for refugees and those with humanitarian leave to remain in the State. All pupils may access education at first and second level up to 18 years of age irrespective of nationality or status. In general, free access to further and higher education full time programmes is confined to EU nationals, refugees and those with humanitarian leave to remain in the State, with all others being required to pay the economic fee. The exception is that adults may access literacy and language supports within the framework and resources available under the VEC adult literacy budget.
- 4.6.2** As resources permit, enhance the level and range of additional teaching supports provided to non-nationals attending primary and second level schools, with a particular focus on second level.
- 4.6.3** As resources permit, enhance supports and resource materials for teachers working with non-nationals in schools and adult and further education
- 4.6.4** Promote measures to increase the participation of refugees and those with humanitarian leave to remain in the State in third level education.
- 4.6.5** Provide for a balanced gender strategy to ensure that additional barriers experienced by girls from minority groups in accessing education are addressed.

4.7 Enhance access and education service delivery to unaccompanied minors

Unaccompanied minors are a particularly vulnerable group of young asylum seekers/refugees who need additional supports in educational placement.

Measures

- 4.7.1** Provide supports to assist in the educational placement of unaccompanied minors. Where such pupils are referred as minors to Youthreach, ensure that they have access to appropriate supports such as childcare, guidance and counselling services, on the same basis as Irish nationals.

4.8 Enhance provision of English as a Second language.

Language and literacy proficiency has long been recognised as playing a key role in the integration process. There is considerable linguistic diversity and ability to communicate in English among people who are recent migrants to Ireland, but

there are also a significant number of people who need to improve their English language skills. There are several language and literacy providers including the Vocational Education Committee's (VEC's), Integrate Ireland Language and Training, and non Government Organisations. Many primary and second level schools are also faced with the challenges of teaching pupils who need additional language supports and additional resources are provided to schools towards meeting this need. In December 2002 Department of Education and Science provided funds for a pilot initiative in the City of Dublin VEC, to enable a comprehensive needs analysis to be undertaken of asylum seekers in adult education, focussing on language and literacy needs.⁷² In addition, the Department has supported the provision of training and materials for staff through Integrate Ireland Language Training and the National Adult Literacy Agency. Literacy and Language supports are seen as an essential element of provision to enable adults for whom English is not the mother tongue to integrate into Irish society and, where appropriate, to support their children's participation in education. Within the framework and resources available under the VEC adult literacy budget, adults may access literacy and ESOL language supports. Over 5000 adults are currently availing of this facility.

Measures

- 4.8.1 As resources permit, provide teaching and non-pay resources to schools to cater for the needs of pupils for whom English is not their mother tongue.
- 4.8.2 Enhance support programmes for teaching staff through Integrate Ireland Language Training.
- 4.8.3 Continue to provide and enhance ESOL supports to adult refugees, asylum seekers through the VEC's.

4.9 Evolve education related data/statistical systems to make reasonable accommodation of cultural diversity and take positive action measures.

At present there is limited availability of data related to pupil/student diversity in the Irish education system beyond enrolment of non-nationals and Travellers at primary and second level. The broadening of existing statistical and administrative data systems at all levels, will provide a more comprehensive picture of ethnic and cultural diversity within the education system and will assist in the process of benchmarking both individual student and general policy progress.

Measures

- 4.9.1 Develop disaggregated statistics/data on cultural diversity at all levels of the education system on a phased basis as part of development of a formal statistics/data strategy by the Department of Education and Science.

⁷²City of Dublin VEC/Tanya Ward, (2002). Asylum Seekers in Adult Education. A Study of Language and Literacy Needs.

4.9.2 Implement the recommendations arising out of the National Statistics Board Report on developing Irish Social and Equality Statistics, as they relate to education⁷³ and give further consideration of mechanisms to:

- Collect and analyse administrative data on both enrolment and completion of education for all levels of education of pupil/students disaggregated by cultural diversity.
- Provide disaggregated data on early school leaving rates.
- Develop a more comprehensive system of categorising cultural diversity in schools, consistent with a format developed by the CSO.
- Make reasonable accommodation of cultural diversity and take positive action measures within relevant education surveys and research, including longitudinal studies on students.
- Review and to ensure that data/statistics research on cultural diversity contributes to evidence based policy development at all levels of education.

4.10 Strengthen the participation of key stakeholders in the development of an intercultural approach to education.

Key stakeholders in the development of an intercultural approach to education include the Department of Education and Science, education bodies, specialised and expert bodies, teacher bodies including trade unions, parent bodies and representatives from cultural and ethnic minorities.

Participation involves a range of strategies at different levels, including participation at a policy level, administrative level and school/college level. In particular there is a need for on going coordination within the Department of Education and Science, which involves a range of key stakeholders.

Measures:

- 4.10.1** Ensure that the equality and intercultural steering group which will co-ordinate the national intercultural education strategy (4.1) provides an important ongoing forum for consultation with key stakeholders.
- 4.10.2** Outline an on-going consultation strategy for involving key stakeholders from cultural and ethnic minorities as part of the national intercultural education strategy.
- 4.10.3** Strengthen guidelines for school plans to include a focus on consultation, including consultation and involvement of parents from cultural and ethnic minorities.

⁷³National Statistics Board, (2003). Developing Irish Social and Equality Statistics.

5.0 Health, Social Services and Childcare

Key challenges

Research in many countries confirms that cultural and ethnic minorities can experience higher illness and mortality rates compared to the general population. Living conditions, income, gender, disability, communication, cultural barriers and the availability of family/community supports can all have an impact on health and general well being.

In recent years there has been an increased focus on fairness and addressing health inequalities within health policy, where health inequalities are targeted and people are treated fairly and according to need.⁷⁴ Consistent with this overall approach to health policy is the proactive inclusion of cultural and ethnic minorities vulnerable to health inequalities.

Responsibility for providing social services is shared by a number of Government departments and agencies with different responsibilities concerning older people; younger people, including children; families, including lone parents; the unemployed; people with long term illnesses and people with disabilities. The breadth of policies and range of bodies involved presents a significant challenge to develop a coherent intercultural approach to social service provision. In recent times bodies involved in providing health and social services have been among the most active in developing anti racism and intercultural awareness training for staff. Recent publications also indicate that there is increasing awareness about cultural diversity among health and social service professionals.⁷⁵

Childcare provision is an important issue for all but has added importance to people who may have limited access to other family supports, such as recent migrants to Ireland. Access to quality childcare helps to enable women in particular to access employment, education and training and important services, including health. The challenge is to ensure that existing mainstream childcare provision makes reasonable accommodation of cultural diversity and take positive action measures.

The continued delivery of quality health and social services and childcare in Ireland is in large part dependent on both attracting and retaining staff from cultural and ethnic minorities, including staff from non-European Economic Area (EEA) countries to work as doctors, nurses, ancillary staff and health care and social service professionals. There is a concomitant challenge to ensure that the overall workplace experience for employees from cultural and ethnic minorities in the health and social services sector is a positive one (see Objective Two: Inclusion)

Within the overall challenge to develop a more inclusive, intercultural approach to health and social service provision in Ireland there is a need to focus on cross cutting themes such as gender, age and disability related issues for example:

⁷⁴Department of Health and Children, (2001). *Quality and Fairness: A Health System for You. The National Health Strategy.*

⁷⁵See for example: Torode, R; Walsh, T; Woods M, (2001). *Working with Refugees and Asylum Seekers. A Social Work Resource Book.*

- Older people from cultural and ethnic minorities can often experience higher levels of isolation in hospitals.
- People with disabilities from cultural and ethnic minorities may need additional supports in accessing social services.
- Ensuring mainstream childcare provision is inclusive of all children.

Policy context and developments underway

Health

Health policy: Overall health policy is set out in the National Health Strategy ‘Quality and Fairness’. This and subsequent health related policies include strong commitments to reducing health inequalities and developing a people centred, quality and accountable health service. Arising from this Strategy there are further health strategies relating to:

Primary health care: Community involvement is emphasised in primary health care strategies and innovative partnerships have already been developed between health bodies and Traveller and refugee/asylum seeker support organisations such as Pavee Point, Access Ireland and Spiritan Asylum Services Initiative (SPIRASI).

Health promotion, information and research: The National Health Promotion Strategy recognises the need to improve the health and social gain of disadvantaged groups by sensitive and appropriate health promotion goals. The National Health Information Strategy provides a blueprint for gathering and using information for health that will help individuals to make informed choices and will inform policy decisions. The National Strategy for Health Research outlines the research and development function of the Department and enhanced support for science and health.

Poverty: The National Action Plan Against Poverty and Social Exclusion highlights the need to tackle health inequalities and to ensure access to quality health and social services.

Human Resource Management: The Action Plan for People Management in the Health Sector contains important commitments on the quality of working life, training, performance and industrial relations.

Travellers: Traveller Health - A National Health Strategy recognises the health inequalities experienced by Travellers and sets out a practical response that takes into account their particular needs, culture and way of life. Traveller groups including Pavee Point and the Irish Traveller Movement have played a key role in helping to design and support the implementation of the Strategy through the National Traveller Health Advisory Committee.

Refugees and Asylum seekers: Incentives are in place to encourage General Practitioners to include refugees and asylum seekers on their patient lists. NGOs such as Access Ireland and SPIRASI have been active in highlighting the needs of refugees and asylum seekers.

Health impact assessment: HIA is a way of judging the potential impact of a policy, programme or project on the health of a population. It is designed to inform and influence decision-making and to reduce health inequalities.⁷⁶

Multi-agency project: A peer-led health information programme has been established by the Northern Area Health Board (NAHB) to examine health promotion issues for asylum seekers and refugees. The programme, which is a pilot project between three partners, SPIRASI, the NAHB and the RIA, provides accurate and comprehensive information on health services for newly arrived asylum seekers. The lack of clear and concise information had impacted both on asylum seekers, as in many cases they were not availing of appropriate health services, and also on service providers, who found they were spending a great deal of time explaining the system to asylum seekers.

Social Services and Childcare

Women: The range of social services focussing on the needs of women includes services providing protection against domestic violence.

Children: The National Children's Strategy includes key commitments on social service supports for vulnerable young people and commitments to accommodating cultural diversity.

Disability: The Disability Bill and the establishment of the National Disability Authority working in tandem with the Equality Authority and service providers and community sector bodies will provide a significant framework to progress issues of concern to people with disabilities.

Older People: The Equality Authority has urged the development of a comprehensive approach to implementing equality for older people, including those from cultural and ethnic minorities.⁷⁷

Awareness raising and training: Many health and social service bodies are beginning to undertake anti racism and intercultural awareness training for staff.⁷⁸ An equal opportunities/accommodating diversity awareness initiative for the health service was launched in March 2003.⁷⁹

Social work: There are increasing challenges social work teams working to people in vulnerable circumstances in Ireland, including those from cultural and ethnic minorities.

⁷⁶Department of Health and Children, The Institute of Public Health in Ireland, (2003). Health Impact Assessment.

⁷⁷Equality Authority, (2002). Implementing Equality for Older People

⁷⁸Provided by bodies such as the NCCRI and Access Ireland.

⁷⁹Health Services Employers Agency (2003).

Childcare: Arising from the National Childcare Strategy, a Childcare Directorate has been established under the aegis of the Department of Justice, Equality and Law Reform to enhance the quality of childcare provision and availability of places for parents and children and to continue to develop and support a well structured, proactive and caring childcare sector.

Social welfare: There is increasing “demand from professionals working in the area of social welfare, including community welfare officers (CWOs)” who operate the Supplementary Welfare Allowance Scheme on behalf of the Department of Social & Family affairs, for support and training to help them respond to increasing diversity among their customer base. It is clear that this aspect must figure more prominently in the training programme for CWOs.

Priorities

The overall priority is to develop a deliberate and proactive approach to combating racism, accommodating cultural diversity and supporting full equality in practise for Black and minority ethnic people within health, social service and childcare policy through strategic planning and through reference to broader equality policy.

Health, Social Services and Childcare: Expected Outcomes

5.1	Develop a national intercultural health service strategy with reference to equality/ diversity policy. (M)
5.2	Build an intercultural dimension into health impact assessments. (M)
5.3	Develop a more inclusive, intercultural approach to social service provision, with reference to equality/diversity policy. (M)
5.4	Develop a more inclusive, intercultural approach to childcare policy, with reference to equality/diversity policy. (M)
5.5	Develop a more inclusive intercultural approach to policy focussing on the family, with reference to equality/diversity policy. (M)
5.6	Develop proactive strategies to address health inequalities. (T)
5.7	Evolve data systems within health, social service and childcare provision to accommodate cultural diversity. (B)
5.8	Enhance participation/consultation with cultural and ethnic minorities within the health, social service and childcare sectors. (E)

5.1 Develop a national intercultural health service strategy with reference to equality/ diversity policy.

A new national intercultural health strategy will be developed, focusing on the reasonable accommodation of cultural diversity and positive action measures within the health service, with reference to the wide range of policies through which health policy is developed. The aim of the national strategy will be to provide strategic

direction on developing a more inclusive, intercultural approach to the delivery of health services, with reference to equality/diversity policy.

Measures

- 5.1.1** Develop a national intercultural health strategy to provide a blueprint for accommodating cultural diversity at all levels and within all relevant existing policy statements within the Irish health sector, including a focus on:
- The challenges of accommodating cultural diversity within the Irish health sector.
 - Developing a whole system approach to implementing the intercultural health strategy focussing on policy mainstreaming, targeting marginalised communities, developing ways of benchmarking progress, and ensuring engagement with key stakeholders.
 - The necessary supports needed to realise this overall strategy.
 - The linkages with broader equality/diversity policy.
- 5.1.2** Establish a broadly based advisory group to oversee the development of an intercultural health strategy
- 5.1.3** Infuse the national strategy throughout the health service through a range of awareness raising initiatives, training modules, resource materials and policy guidelines.
- 5.1.4** Build an equality focus into governance within the health sector as part of the current reform strategy. New legislation, new institutional structures and new planning processes will include an explicit equality dimension.

5.2 Build an intercultural dimension into health impact assessment

All major proposed health policy initiatives will include an assessment of their impact on different population groups, and where appropriate recommend changes to enable a more equitable distribution of impacts. As part of this process, measures will be undertaken to assess the impact of health policies on cultural and ethnic minorities.

Measures

- 5.2.1** Develop guidelines and good practice for assessing the impact of all major proposed health policy initiatives on cultural and ethnic minorities through Health Impact Assessment, and where appropriate recommend changes to enable a more equitable distribution of impacts.

5.3 Develop a more inclusive, intercultural approach to social service provision, with reference to equality/diversity policy.

Responsibility for providing social services is shared by a number of Government departments and agencies with different responsibilities concerning older people; younger people, including children; families, including lone parents, the unemployed and people with long term illnesses and people with disabilities. The breadth of policies and range of bodies, including those in the statutory and community/voluntary sector involved presents a significant challenge to develop a coherent intercultural approach across all social service provision.

Measures

- 5.3.1 Undertake a high-level action research programme across a range of Government departments involved in providing social services. The aim of the research programme will be to inform the development on an intercultural strategy to social service provision.
- 5.3.2 Consider the optimum model for developing a social service impact assessment/equality proofing initiative consistent with emerging developments in health and equality policy.
- 5.3.3 Mainstream the provision of intercultural awareness training within training programmes for professionals working in the social services.
- 5.3.4 Include a focus on crosscutting equality themes within these initiatives, including a focus on women, younger and older people, families, gay and lesbians and people with disabilities. For example the development of an intercultural approach to the services provided to women and children from cultural and ethnic minorities experiencing domestic violence.

5.4 Develop a more inclusive, intercultural approach to childcare policy, with reference to equality/diversity policy.

Developing a more inclusive intercultural approach to childcare provision requires a multifaceted approach involving the wide range of statutory and non-statutory bodies involved in childcare provision, principally coordinated at a policy level through the National Childcare Coordinating Committee.

- 5.4.1 Develop an equality/diversity handbook for childcare practitioners to provide practical guidance for those working in the childcare sector to make reasonable accommodation of cultural diversity and take positive action measures.
- 5.4.2 Develop a range of proactive and targeted measures to ensure equal opportunities for cultural and ethnic minorities in accessing childcare, including targeted information strategies.
- 5.4.3 Positive action measures to encourage childcare initiatives that promote intercultural interaction.

5.5 Develop a more inclusive intercultural approach to policy focussing on the family, with reference to equality/diversity policy.

There is a broad range of governmental and non-governmental programmes and supports that have both direct and indirect concern to the family. As 2004 was the tenth anniversary of international year of the family there was a renewed focus at both a global and national level on family related policy.

Measures

- 5.5.1 Ensure through proofing and impact assessment that there is a reasonable focus on cultural diversity within major policy statements, programmes and supports in family related policy in Ireland.
- 5.5.2 Ensure that policy targeted on the needs of marginalised families or families and the communities in which they live, such as the provision of family resource centres, are inclusive of people from cultural and ethnic minorities.

5.6 Develop proactive strategies to address health inequalities.

Proactive strategies to address health inequalities involve the development/enhancement of a range of targeted strategies based on evidence arising from assessments and health status studies relating to cultural and ethnic minorities.

Measures

- 5.6.1 Ensure access to primary medical care for cultural and ethnic minorities.
- 5.6.2 Develop/update existing needs assessments and health status studies on specific cultural and ethnic minorities in Ireland to inform future policy priorities.
- 5.6.3 Combat health inequalities experienced by Travellers through the full implementation of the National Traveller Health Strategy.
- 5.6.4 Expand the Traveller primary health care initiative to become a national initiative covering all relevant health board areas.
- 5.6.5 Develop and mainstream a primary care partnership initiative focussing on the health care needs of refugees and asylum seekers, including victims of torture.
- 5.6.6 Develop an intercultural health service training module, including a focus on effective intercultural communication, for key health service professionals
- 5.6.7 Develop a targeted information strategy to increase awareness of general medical services to cultural and ethnic minorities, including the provision of information in different languages.

- 5.6.8** Make reasonable accommodation of cross-cutting equality issues such as those related to women, older people and people with disabilities and take positive action measures as part of proactive strategies to address health inequalities/additional health needs that can be experienced by cultural and ethnic minorities.

5.7 Evolve data systems within health, social service and childcare provision to accommodate cultural diversity.

Health, social service and childcare data and statistical programmes will be evolved to provide disaggregated data on cultural diversity.

- 5.7.1** Evolve hospital inpatient (HIPE), perinatal and out patient data collection systems to provide disaggregated data on the cultural and ethnic origin of people using health services on a phased basis, beginning with the addition of an ethnic identifier question to the HIPE/perinatal system, following piloting.
- 5.7.2** Develop a statistics/data strategy in the health, social service and childcare sectors consistent with the recommendations of recent reports from the National Statistics Board and the Central Statistics Office, to include a focus on cultural diversity (see Part Four, Section 3.6).

5.8 Enhance participation/consultation with cultural and ethnic minorities within the health, social service and childcare sectors.

The participation of culturally diverse groups in consultation and decision-making includes a focus on key stakeholders including a focus on staff and service users from cultural and ethnic minorities in the health, social services and childcare sectors.

Measures

- 5.8.1** Develop long-term consultative mechanisms as part of the national intercultural health strategy, including a focus on Travellers, refugees and asylum seekers and migrants, based on an assessment of need.
- 5.8.2** Continue to support the participation of a wide range of key stakeholders in the National Traveller Health Advisory Committee, overseeing the implementation of the Traveller Health Strategy.
- 5.8.3** Enhance the support given to key NGOs to ensure their effective participation in health related policy to support their engagement in primary health care strategies/partnerships.
- 5.8.4** Ensure an intercultural perspective is included in the national and local structures established to coordinate UN International Years.

6.0 Accommodation

Key challenges

Housing and accommodation was selected as part of Sustaining Progress, as one of the special initiatives which should be the subject of a sustained focus of effort from all the social partners. A 'Housing Forum' was established and held its first meeting, in December 2003. The role of the Forum is to 'provide the social partners with an opportunity to contribute to housing policy development'. The housing and accommodation special initiative in Sustaining Progress, stipulates that a number of issues are to be examined and progressed under the initiative.

People from cultural and ethnic minorities can experience additional barriers in accessing accommodation, including weaker levels of service provision and discrimination. This section considers the steps needed to build a more inclusive, intercultural approach to all forms of accommodation provision in Ireland including:

- The social/affordable-housing sector.
- The private rented sector.
- The owner occupied sector.
- Accommodation policy related to Travellers
- Accommodation policy related to refugees and asylum seekers.

Because of a range of factors, including present housing market conditions many recent migrants, including migrant workers and refugees, tend to live in the private rented sector. This raises particular challenges to ensure that cultural and ethnic minorities are not concentrated into poorer private rented accommodation and residential areas and there is adequate redress to instances of discrimination in house letting in this sector.

The Government recognises in 'Sustaining Progress' that there are particular challenges to ensure the full implementation of the local authority Traveller accommodation programmes and there is a need to identify and address the barriers encountered to date.⁸⁰

⁸⁰Government of Ireland, (2003). Sustaining Progress. Social Partnership Agreement, p24.

As part of our international and humanitarian commitments, Ireland must provide adequate accommodation and other forms of social support for asylum seekers. Asylum seekers are accommodated in residential centres throughout the country as part of the direct provision and dispersal policy while their applications are being determined. Key challenges include the need to ensure consistency of standards within and between centres and making reasonable accommodation of diversity and taking positive action measures in respect of issues such as diet, family and cultural needs.

Policy context and developments underway

Affordable and social housing: There are a range of Government policies in place to expand the local authority house building programmes and provide affordable housing for sale to target groups defined in terms of income and housing need. Housing associations play a small but potentially important role in providing targeted accommodation for groups such as refugees⁸¹.

The Private Rented Sector: The Residential Tenancies Act 2004 includes significant proposals to modernise the private rented sector, including the establishment of a Private Rented Tenancies Board, security of tenure, registration of tenancies, notice to quit periods, rent reviews and dispute assistance.

Equality: Section 6 of the Equal Status Acts prohibits discrimination in the provision of goods and services including accommodation (with some important exemptions)⁸². The transposition of the EU ‘Race’ Directive into Irish law has strengthened protection against discrimination in accommodation.

Sustainable development: Economic development and social equity are key themes of sustainable development, which recognises that failure to meet housing needs creates constraints on economic growth, competitiveness and social policy.

Balanced regional development: The National Spatial Strategy is a 20-year planning framework, which aims to achieve a better balance of social, physical and economic development between regions focussing on the relationship between people and the places where they live and work.

Travellers: The Housing (Traveller Accommodation) Act, 1998 required local authorities to prepare, adopt and implement five year programmes to meet the existing and projected needs of Travellers in their area. : ‘Sustaining Progress’ includes important commitments on identifying and addressing the barriers encountered to date in the implementation of the local authority Traveller Accommodation Programmes and to push forward implementation⁸³.

Asylum Seekers: The Reception and Integration Agency (RIA) has developed nine self-catering facilities. They have also produced information and guidance on standard rules and procedures in accommodation centres and adapting to life in a new

⁸¹Clann Housing Association provides 19 housing units for refugees and 6 residential units for unaccompanied minors

⁸²There were no referrals to the Equality Tribunal under the ‘race’ ground in respect of the private rented sector in 2003.

⁸³Ibid, p24.

environment. Placements to self-catering facilities comprise persons relocated from direct provision due to extenuating medical circumstances and persons who have resided in direct provision for over two years, subject to availability.

Estate Management Policies: There is increasing recognition of the need to move to a more proactive approach to social housing management, which involves tenant participation and targeted initiatives to address problems such as harassment and other forms of anti social behaviour.

Research and data: The Housing Needs Assessment carried out every three years includes some data on the classification of non-EU nationals.

Consultative bodies: There are a range of consultative bodies focussing on accommodation policy including the Housing Forum, Strategic Policy Committees established by local authorities, the National Traveller Accommodation Consultative Committee, the Reception and Integration Agency, and initiatives linked to estate management and homelessness.

Priorities

The overall priority under the theme of accommodation is to ensure reasonable steps are taken to cater for cultural diversity and to address inequalities across all forms of housing/accommodation policy and linked policy areas, including spatial planning.

Accommodation: Expected Outcomes

6.1	Build an intercultural dimension into key housing and related policy instruments, with reference to equality/diversity policy. (M)
6.2	Address housing related inequalities that impact on cultural and ethnic minorities. (M)
6.3	Ensure greater progress is made in the implementation of the local authority Traveller Accommodation Programmes. (T)
6.4	Ensure there is an equitable approach to the provision of accommodation for asylum seekers, consistent with Government policy. (T)
6.5	Develop the potential of estate management policies to combat racism. (T)
6.6	Evolve statistical programmes and data systems related to accommodation to cater for cultural diversity. (B)
6.7	Enhance participation in the consultative processes related to accommodation policy and provision. (E)

6.1 Build an intercultural dimension into key housing and related policy instruments.

Building an intercultural dimension into key housing strategies is a multi faceted issue that includes a focus across the broad range of housing provision within Ireland including social/affordable housing, the private rented and home ownership sectors. To date there has been comparatively limited focus on planning for diversity within general housing and housing related policies, including balanced regional development. Further consideration of how housing and related policy caters for diversity is required to inform future policy in this complex policy area. This will involve research and consultation with key stakeholders.

Measures

- 6.1.1 Undertake a research programme on the issues arising from increased cultural diversity in housing provision, with reference to emerging good practice in Ireland and at an international level.
- 6.1.2 Include a focus on the implications of increasing cultural diversity in housing through a joint initiative between the Housing Forum and the forthcoming Intercultural Forum.
- 6.1.3 Apply proofing impact/assessment procedures within housing policy to assess the likely impact of forthcoming policy on cultural and ethnic minorities, with reference to equality/diversity policy.

6.2 Address housing inequalities that impact on cultural and ethnic minorities.

Addressing housing inequalities involves wide range of strategies, including ensuring there is sufficient legislative protection against discrimination in housing provision, promoting greater awareness of rights and responsibilities and ensuring enforcement of provisions under equality and housing legislation.

Measures

- 6.2.1 Promote greater awareness of the Equal Status Acts among housing providers.
- 6.2.2 Promote greater awareness of the Equal Status Acts among tenants and residents.
- 6.2.3 Monitor and if necessary review the effectiveness of Section 6 of the Equal Status Act.
- 6.2.4 Develop awareness raising and training strategies with professionals in the housing sector.

6.3 Ensure greater progress is made in the implementation of the local authority Traveller accommodation programmes.

To fulfil Government commitments in Sustaining Progress specific attention will be paid to ensuring greater progress in the implementation of the local authority Traveller accommodation programmes. There will be a priority focus within the special housing initiative on identifying and addressing the barriers encountered to-date in the implementation of the programmes.

Measures

6.3.1 A new High Level Group was recently established to provide a forum for senior policy makers and service providers to meet to discuss barriers to service delivery and explore possibilities of approaching service delivery in a more integrated way. The Group is being chaired by the Department of Justice, Equality and Law Reform.

6.4 Ensure there is an equitable approach to the provision of accommodation for asylum seekers, consistent with Government policy.

Consistent with government policy on the reception and processing of applications from asylum seekers, a range of initiatives will be implemented to continue to ensure that there is an equitable and consistent approach to the provision of accommodation for asylum seekers. Measures will focus on ensuring there is a hospitable and safe environment within accommodation centres, effective consultation and complaint mechanisms, reasonable accommodation of food preferences and dietary needs, reasonable accommodation of cultural and religious diversity including positive action measures, and upholding standards in duty of care to asylum seekers with additional needs including expectant mothers, families, people with a disability and separated children.

It is noted that the RIA meets, on a regular basis, with the Irish Refugee Council, Church Groups, support groups, the UNHCR and Health Board representatives.

Measures

6.4.1 Maintain the RIA inspectorate system to ensure that there are comprehensive inspections of all accommodation centres (commercial and state) to cover all aspects of contracts with proprietors, including reception, management and staff cover, menus and facilities provided, maintenance and health and safety issues.

6.4.2 Consideration should be given to publishing a report on overall progress on an annual basis.

6.4.3 Continue to promote the protocol which sets out the ethos, rights and responsibilities within accommodation centre services applicable to both staff and residents, including standards on consultation, complaints and appeals procedures for all accommodation centres.

- 6.4.4 In relation to accommodation centres, maintain the existing comprehensive training for proprietors, operators and their staff, including modules on intercultural/anti-racism approaches to service provision.
- 6.4.5 Reduce time spent in accommodation centres through reducing the time taken to process individual asylum applications.

6.5 Develop the potential of estate/housing management policies to combat racism.

Local authorities and other social housing providers have a key role to play in helping to combat racism through local estate management initiatives. Effective estate management policies, which involve a holistic approach to managing social housing with active tenant participation and coordination between different service providers, can impact on issues such as harassment, graffiti and other forms of anti social behaviour, including behaviour motivated by racism. The same approach can be adapted to the management of multiple occupancy buildings in the private rented and home ownership sector, where there are building management policies and resources in place.

Measures

- 6.5.1 Include a focus on catering for cultural diversity/combating anti social behaviour, including racism, in revised departmental policy guidelines on estate management circulated to local authorities.
- 6.5.2 Pilot support initiatives focussing on intercultural approaches to estate management which combat racism as part of the Housing Management Initiatives Grant Scheme.
- 6.5.3 Integrate estate based initiatives into Anti Racism and Diversity Plans (see 1.6) and the local police forums (see 1.4).

6.6 Evolve statistical programmes and data systems to accommodate diversity.

Statistical and administrative data programmes related to housing and spatial policy will be evolved to provide a more comprehensive picture of diversity and inequality, related to accommodation in Ireland. These programmes will help inform the development of a more inclusive, intercultural approach to aspects of policy and will assist in the process of setting targets and monitoring policy progress.

Measures

- 6.6.1 The forthcoming statistical and data strategy to be developed by the Department of Environment and Local Government will take reasonable steps to cater for cultural diversity in Ireland in key accommodation related statistical/administrative data programmes including a focus on

- Homelessness and social housing waiting lists.
 - Housing tenure.
 - Spatial distribution.
- 6.6.2** Present information, where available on cultural diversity in housing in the Annual Housing Statistics Bulletin.
- 6.6.3** Monitor, publish trends and respond effectively to reported racist incidents as part of existing complaint mechanisms developed by social housing providers, including local authorities.

6.7 Enhance participation in the consultative processes related to accommodation policy and provision

There are a number of existing accommodation related consultative bodies that have the potential to make reasonable inclusion of cultural diversity in Ireland.

Measures

- 6.7.1** Include a focus on accommodation issues related to refugees as part of the consultation concerning the development of a refugee integration implementation strategy.
- 6.7.2** Ensure consultative mechanisms related to accommodation provision for the homeless, older people and people with disabilities make reasonable accommodation of cultural diversity and take positive action measures.
- 6.7.3** Ensure that the National Traveller Accommodation Consultative Committee continues to play a key role in the implementation of the Traveller accommodation programme.
- 6.7.4** Ensure that local authority Strategic Policy Committees and estate management initiatives seek to make reasonable inclusion of issues related to racism and cultural diversity.

7.0 Administration of Justice.

Key challenges.

There are key challenges for bodies involved in the administration of justice as they seek to make reasonable accommodation and take positive action measures of the growing cultural diversity in Ireland.

As with the majority communities in Ireland, people from cultural and ethnic minorities can be both the victims of crime and the perpetrators of crime. Objective One of the NPAR includes a focus on protection against racism, including the key role of the Gardaí. This section looks at the range of other bodies involved in the administration of justice, including the Prison Service, the Courts Service, the

Probation and Welfare Service and bodies involved in the refugee application and appeals process.

A key concern is the increasing number of people from cultural and ethnic minorities in Irish prisons in recent years. This is a multifaceted issue that can be the result of a range of factors including:

- Increased cultural diversity in Irish society.
- Exploitation of vulnerable people with lack of legal status in Ireland.
- Increased globalisation of some forms of crime.
- Issues related to sentencing.

The Irish Prison Service has been proactive in developing anti racism and intercultural policies, involving both staff and offenders. Recent research undertaken as part of an initiative in Wheatfield Prison highlights the range of specific challenges for the prison service as a whole, including:

- An apparent unwillingness among offenders to report unfair treatment.
- A need for clarity on reporting culturally related incidents and a need to ensure staff knowledge on how to report such incidents.
- A wide divergence in perceptions between offenders and staff regarding unfair treatment of offenders on cultural grounds.⁸⁴

The model adopted by the Irish prison service, including the undertaking of research linked to awareness training and policy development has the potential to help inform intercultural strategies by other bodies involved in the administration of justice. For example one of the issues recently identified is the difficulty in providing probation alternatives for some people from cultural and ethnic minorities.

Policy context and developments to date

The Irish Prison Service. The Irish Prison Service administers a number of custodial centres across the country and is in the process of being established as an independent executive agency. As a consequence of an increase in non-national offenders being accommodated in Irish prisons, an intercultural training and awareness initiative was piloted in Wheatfield Prison, Dublin and a further initiative is underway in Cloverhill Prison.

The Courts Service. The Courts Service is an independent body established in 1999 through the Courts Service Act, 1998. Its main functions are to:

- Manage the courts.

⁸⁴ Irish Prison Service, (2002). Research and Training Project for Intercultural Awareness.

- Provide support services for judges.
- Provide information on the courts system to the public.
- Provide, manage and maintain court buildings.
- Provide facilities for users of the courts.

The Probation and Welfare Service: The Probation and Welfare Service aims to reduce the level of re-offending through the use of community-based sanctions. It provides pre-sanction reports to courts, a welfare service in the prisons and undertakes pre-release preparation work with prisoners and families and supports rehabilitative programmes and alternative to prison initiatives.

Refugee Application and Appeals Process: The Office of the Refugee Applications Commissioner is responsible for making decisions at first instance for asylum seekers seeking to become refugees. The Refugee Appeals Tribunal considers appeals from asylum seekers whose application has been appealed at first instance. The Refugee Legal Service is an office established by the Legal Aid Board to provide independent legal services to persons applying for asylum.

Priorities

The key priority is to develop a proactive, intercultural approach to service provision within the work of bodies concerned with the administration of justice, with reference to equality policy in Ireland.

Expected outcomes

7.1	Mainstream an intercultural strategy within the Prison Service. (M)
7.2	Develop an intercultural strategy within the Courts Service. (M)
7.3	Develop an intercultural strategy within the Probation and Welfare Service. (M)
7.4	Develop an intercultural strategy within the refugee application and appeals process. (M)
7.5	Develop targeted intercultural strategies focussing on the inclusion of Travellers, refugees and migrants in services related to the administration of justice. (T)
7.6	Evolve statistical programmes and data systems related to the administration of justice. (B)
7.7	Enhance participation and consultative processes related to the administration of justice. (E)

7.1 Mainstream an intercultural approach within the Prison Service.

There has already been considerable progress in developing an intercultural approach within the Prison Service through the pilot initiative in Wheatfield and Cloverhill Prisons. This progress now needs to be mainstreamed throughout the prison service.

Measures

- 7.1.1 Develop a prison service policy statement and charter on interculturalism, with reference to equality legislation and best practice.
- 7.1.2 Mainstream and infuse intercultural awareness and anti racism training into other induction and ongoing training for offenders and staff in all centres under the auspices of the Irish Prison Service.
- 7.1.3 Regularly update strategy and report progress within strategy statements and annual reports.
- 7.1.4 Ensure wide dissemination/communication of policy position and procedures.
- 7.1.5 Develop mechanism to overcome the unwillingness of offenders to report incidents related to racism and develop actions to address this issue.
- 7.1.6 Establish an advisory group on the challenge of increasing cultural diversity within the prison service on an on going basis.

7.2 Develop an intercultural strategy within the Courts Service.

The Courts Service is very aware of the increasingly changing ethnic makeup of the people interacting with the Courts system and has taken measures to ensure that their services and information are easily accessed by people from different cultural and ethnic backgrounds. As part of its central partnership committee, the Service has established a sub-committee to examine equality and diversity issues.

A programme is also underway to make several Courts Service information booklets available in a range of languages including Chinese, French, Serbo-Croat, Arabic and Portuguese. The Courts also appoints interpreters where necessary.

The Service is also aware that there may be low levels of literacy in certain sectors of the community. Since some communities do not place great emphasis on the written word, and rely more on an oral tradition to transfer information, the Service is considering making information available on a wide range of formats such as audio cassette tape, DVD and CD-ROM.

Developing an intercultural approach within the Courts Service includes a focus on the management of courts, support services for Judges, public information on the courts system and the provision of facilities for users of the courts.

Measures

- 7.2.1 Develop a Courts Service strategy and charter on interculturalism, with reference to equality legislation and best practice.
- 7.2.2 Develop, and mainstream intercultural awareness training into the training and supports provided by the Courts Service.
- 7.2.3 Regularly update strategy and report progress within strategy statements and annual reports.
- 7.2.4 Ensure wide dissemination/communication of policy position and procedures.
- 7.2.5 Undertake research and needs assessments to inform the overall development of policy.
- 7.2.6 Ensure that the Courts Service keeps abreast of the challenge arising from a multi ethnic society and involves key stakeholders to support the development of an intercultural approach within the courts service.

7.3 Develop an intercultural strategy within the Probation and Welfare Service.

Developing an intercultural approach within Probation and Welfare Service includes a focus on the welfare service in the prisons, the preparation of reports to courts, pre-release preparation work with prisoners and families, rehabilitative programmes and alternative to prison initiatives.

Measures

- 7.3.1 Develop a policy statement and charter on interculturalism within the probation and welfare service, with reference to equality legislation and best practice.
- 7.3.2 Develop intercultural awareness training as part of on going training for offenders and staff, including a focus on combating racism.
- 7.3.3 Regularly update strategy and report progress within strategy statements and annual reports.
- 7.3.4 Ensure wide dissemination/communication of intercultural policy position and procedures.
- 7.3.5 Undertake research and needs assessments to inform the overall development of policy.
- 7.3.6 Establish an advisory group on the challenges for the probation and welfare service working in a multi ethnic society, involving key stakeholders to support the development of the intercultural strategy.

- 7.3.7** To the greatest extent possible, implementation of community sanctions in the case of persons from ethnic minorities should have regard to the language and other difficulties which may be experienced by those minorities.

7.4 Develop an intercultural strategy within the refugee application and appeals process.

Developing an intercultural approach and building on the range of existing initiatives within the refugee application and appeals process, involves the range of bodies with responsibilities in this area, including ORAC, the RAT and the RLS and the supporting role of specialised and expert bodies and the UNHCR. Some details of what is already underway are set out below.

Measures

- 7.4.1** Continue the development of intercultural strategies and a charter within the ORAC, the RAT and the RLS, with reference to equality legislation and best practice.
- 7.4.2** Further develop intercultural awareness training, including a focus on combating racism as part of ongoing training for staff working in the ORAC, the RAT and the RLS.
- 7.4.3** Regularly update strategy and report progress within strategy statements and annual reports.
- 7.4.4** Ensure wide dissemination/communication of intercultural policy position and procedures.
- 7.4.5** Undertake research and needs assessments to inform the overall development of policy.
- 7.4.1 Office of the Refugee Applications Commissioner & the Refugee Appeals Tribunal.**

The Office of the Refugee Applications Commissioner's Customer Service focus has seen the development and enhancement of communications with all of their customers. The basis of their approach is contained in the Customer Service Action Plan, a new Customer Complaints Procedure and engagement with their Customer Liaison Panel as ongoing commitments /strategies towards guaranteeing quality services to all their customers. In addition, as part of their Sustaining Progress Action Plan, they will produce a Customer Charter which sets out clearly their commitment to ensuring that the service they provide is equitable, non-discriminatory and takes account of increasing cultural diversity.

ORAC training, with UNHCR assistance, has always placed great emphasis on impartiality in the determination process as well as sensitivity to cultural diversity. A key focus for the organisation is ongoing staff training and awareness raising, together with enhancement of their liaison structures with Government

Departments, Offices and non-governmental organisations.

In addition, under the Partnership process, an Equality Working Group was established to consider the development and implementation of an Equality Policy and Programme for ORAC, and it will also address the issue of Racism Awareness and Interculturalism.

The Refugee Appeals Tribunal.

The Refugee Appeals Tribunal Customer Service Action Plan 2001-2004 and Customer Service Charter have given due regard to equality legislation and initiatives, and have incorporated all guidelines where appropriate to reflect the requirements of the Tribunal's staff, clients and Members of the Tribunal.

As the clients of the Tribunal are, in the main, non-Irish persons seeking refugee status in Ireland, the Tribunal's Customer Action Plan fully recognises this fact and commits staff and Members of the Tribunal to professionally process the client's appeal in a non-discriminatory manner. To facilitate this endeavour, staff and Members are provided with the Equality Authority's resource pack 'Supporting an Anti-racist Workplace'. Additionally, the Tribunal is an active participant in the annual 'Anti-Racist Workplace week'.

7.4.2 Intercultural awareness training, including a focus on combating racism.

A policy initiative undertaken in the Refugee Appeals Tribunal is the inclusion in Induction Training for all staff, of a module presented by the United Nations High Commissioner for Refugees (UNHCR), in addition to a module delivered by the Tribunal's own Training Unit. This training highlights the cultural diversity of the clients of the Tribunal, encourages staff to respect and value such diversity, and demonstrates how best to professionally deliver a service to these clients. Additionally, as required by the nature of their duties, further training is provided for Tribunal staff by the United Nations High Commissioner for Refugees, as necessary. Relevant front-line staff and Managers have received training in relation to the provision of services to a diverse customer base. Furthermore, the Equality Authority's support pack is available to staff. Members of the Tribunal, who decide on appeals of asylum seekers also receive specialist training by the UNHCR and attend International conferences on refugee law and related issues.

7.4.3 Update strategy and report progress within strategy statements & annual reports.

The Refugee Appeals Tribunal Annual Report and Business Plan are fully reflective of any enhancements to existing strategy and of new initiatives. All progress made regarding the business of the Tribunal as it pertains to anti-racism is outlined in both these documents.

7.4.4 Ensure wide communication of intercultural policy position and procedures.

The Refugee Appeals Tribunal is conscious that any action taken by their staff should be appropriate to the individual client and their circumstances as presented to them. When joining the Tribunal, staff are made aware of this issue and are reminded of this during their induction training. Anti-racism posters and leaflets placed periodically on staff notice boards reinforce this message.

Additionally, the display and availability in the Tribunal's reception and waiting area of our Customer Charter in all the languages reflective of our client base also functions as a reminder to front-line staff and Members of the diversity of their clients.

7.4.5 Undertake research and needs assessments inform the overall development of policy.

Included in the Tribunal's Sustaining Progress Action Plan is the implementation of a feedback facility to staff and clients who wish to comment on the quality of the service they have received in their dealings with the Tribunal. This happens by means of a preprinted feedback form which is processed weekly in each business unit of the Tribunal and supplied to Corporate Services. Any issues arising are addressed and Senior Management informed of emerging trends/patterns.

7.5 Develop targeted strategies focussing on the inclusion of Travellers, refugees and migrants in services related to the administration of justice.

Where appropriate, targeted strategies focussing on groups of people with additional needs will be undertaken by the Prison Service, the Courts Service, the Probation and Welfare Services and the Refugee Applications and Appeals Process in addition to existing initiatives. Examples of such initiatives to include:

- 7.5.1** Include a focus on the needs of Travellers, refugees and asylum seekers and migrants in the research and needs assessments undertaken by different service providers involved in the administration of justice.
- 7.5.2** Develop a pilot initiative involving the Irish Prison Service and a range of other stakeholders focussing on providing transition supports for Travellers re-entering the community after serving custodial sentences. A booklet, aimed at ex-offenders including Travellers, was published by the Department of Social & Family Affairs in 2004 and contains information on Social Welfare entitlements, accommodation, money matters, health and legal issues.
- 7.5.3** Provide general information related to the role/services provided by bodies involved in the administration of justice in a number of different languages.
- 7.5.4** Include a focus on groups such as Travellers, refugees and migrants as part of an intercultural training module in primary and in-service training for staff involved in the administration of justice.

7.5.5 Consider the impact of changes in service provision within the administration of justice for all cultural and ethnic minorities, including women, people with disabilities, families, older and younger people and gay and lesbians, consistent with the grounds identified in the equality legislation.

7.6 Evolve statistical programmes and data systems related to the administration of justice.

Consistent with recent government policy (see 3.6) the range of statistical programmes and administrative data systems developed by bodies involved in the administration of justice will be evolved to make reasonable accommodation of cultural diversity and take positive action measures. Figures published out of context and without explanation can sometimes damage other policies to accommodate cultural diversity. As a consequence guidelines on the ethical/contextual use of statistics and data generated should be developed.

Measures

7.6.2 Develop data/statistical strategies by all bodies involved in the administration of justice, consistent with the recommendations of the National Statistics Board

7.6.3 Develop guidelines on the use of statistics and data to encourage good practice and to prevent misuse

7.7 Enhance participation and consultative processes related to the administration of justice.

There are a broad range of consultative mechanisms through which bodies involved in the administration of justice can consult with both staff and external customers, including cultural and ethnic minorities. These include the establishment of advisory committees involving a broad range of stakeholders to advise on service provision and policy development, the establishment of customer liaison committees on an ongoing basis. Action on research/needs assessments can also contribute to evidence based policy development.

Measures

7.7.1 Establish advisory committees to help inform the development of intercultural strategies by bodies involved in the administration of justice.

7.7.2 Modernise and update consultative mechanisms through strategy statements and customer action plans, consistent with the public service modernisation programme.

Objective Four: Recognition

Objective Four: Recognition	<p>Enhance recognition and awareness of cultural diversity, including a focus on:</p> <ul style="list-style-type: none"> • Awareness raising • The media • The arts, sport and tourism
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Objective Four is primarily concerned with the need to enhance recognition and awareness of cultural diversity in Ireland. The expected outcomes under the framework objective of ‘Recognition’ are summarised as follows:

Recognition: Expected Outcomes

8.1	Consolidate and evolve national anti racism and intercultural awareness-raising strategies.
8.2	Work with the media to combat racism, promote interaction and to raise awareness and understanding of cultural diversity
8.3	Develop the potential of arts/culture policy to promote interaction and understanding of cultural diversity.
8.4	Develop the potential of sports and leisure to promote interaction and understanding of cultural diversity.
8.5	Develop the potential of tourism to promote interaction and understanding of cultural diversity.

8.1 Consolidate and evolve national anti racism and intercultural awareness-raising strategies.

Key challenges

National programmes such as the Government’s ‘Know Racism’ programme have played a key role in combating racism and helping to create the conditions for a more inclusive, intercultural society. The key challenge is to ensure that existing developments underway are consolidated and enhanced and there is a coherent approach to awareness raising that seeks to reinforce common approaches and messages and builds awareness as a component of a holistic response to racism, rather than an end in itself.

Policy Context and Developments Underway

Know Racism: The national anti racism public awareness programme ‘Know Racism’ was launched in 2001. A total of €4.8m was spent on the programme over three years. The strategy was developed through a national advertising campaign, a national mail-shot, engagement with civil society through grant support for local initiatives; and the support of a number of national partnership initiatives.

Anti Racist Workplace Week: The Anti Racist Workplace is an initiative of Congress, the Irish Business and Employers Confederation, the Construction Industry Federation, the Small Firms Association, Know Racism the Equality Authority, Chambers of Commerce and the Irish Farmers Association.⁸⁵ It takes place in November of each year

International Day/European Week Against Racism: Day/European Week Against Racism is coordinated on a North/South basis by the NCCRI and the Equality Commission in Northern Ireland. It takes place around March 21⁸⁶ each year. *World Refugee Day/Traveller Focus Weeks/Holocaust Memorial Day:* In recent years, bodies working with refugees have organised events linked to World Refugee Day⁸⁷. Traveller groups have been active in developing the potential of an annual Traveller Focus Week to raise awareness related to Traveller issues. Groups in Ireland continue to commemorate the Holocaust in different ways, including organising events linked to the anniversary of Kristallnacht⁸⁸ (November 9/10) and Holocaust Memorial Day (January 27)⁸⁹ and as part of International Day Against Racism.

Priorities

The priority will be to sustain the coherence and momentum established by existing public awareness initiatives through the continuation and evolution of the Know Racism brand. Aspects of the awareness programme will be integrated into the implementation structures of the National Action Plan Against Racism, to ensure coherence of approach and overall messages.

Measures

- 8.1.1 The Know Racism programme will be integrated into the implementation structures of the NPAR (see Part 5)
- 8.1.2 The Know Racism programme will be evolved to have a stronger focus on sustainable and strategic initiatives to combat racism and to develop a more inclusive, intercultural society.
- 8.1.3 The Know Racism programme will focus less on outdoor advertising and focus more on national strategic partnership awareness initiatives and the involvement of grants for local initiatives, with revised focus and funding criteria.
- 8.1.4 Continued funding will be provided to support existing strategic partnership initiatives, including anti racist workplace week and international day against racism.

⁸⁵See www.equality.ie/antiracism

⁸⁶Anniversary of the Sharpeville Massacre in South Africa, 1961

⁸⁷Designated as June 20th by the United Nations.

⁸⁸Anniversary of the November 1938 pogrom against Jews in Nazi Germany,

⁸⁹Anniversary of the liberation of Auschwitz, 1945

8.1.5 Link with anti discrimination awareness-raising initiatives at EU level.

8.1.6 Develop a new anti racism/intercultural awareness programme into international aid/cooperation strategies

8.2 Work with the media to combat racism, promote interaction and to raise awareness and understanding of cultural diversity.

Key challenges

The media has played an important role in raising awareness of cultural diversity and racism in Ireland and reporting issues that are in the public interest. However, there has been concern, including concern expressed within the media industry itself, that there have been examples of irresponsible media reporting. A key challenge is to ensure that the media continues its valuable public interest reporting and awareness role while at the same time developing appropriate and agreed mechanisms to complain and to provide redress for irresponsible reporting.

Policy Context and Developments Underway

Broadcasting: In the broadcast sector, the Broadcasting Complaints Commission covers complaints made in relation to RTE and local radio stations. The Broadcasting Commission of Ireland's main role is to provide, review and renew licences to independent television and radio companies.

The Press: The proposed Press Council, indicated in the Programme for Government, and the Report of the Legal Advisory Group on Defamation⁹⁰, has potential to provide additional safeguards against irresponsible reporting. The Legal Advisory Group on Defamation recommended that the forthcoming Press Council develop a Press Code of Conduct.

Reporting Guidelines: The NUJ Guidelines on Race Reporting (1998) provide non-binding guidance to NUJ members on how issues related to 'race' should be reported.

Awareness raising: There have been a range of publications and seminars held on the media's role in combating racism published by journalists, the NUJ and media observers. The annual Media and Multicultural Awards (MAMA) developed by Metro Eireann has raised awareness of issues related to diversity in the media.

Programming: There has been some innovative programming on radio and television focussing on cultural diversity and racism in Ireland, such as 'Mono' on RTE.

Media Diversity: Newspapers owned and published by cultural and ethnic minorities in Ireland, include Metro Eireann and Gazette, a publication of the Russian speaking community in Ireland.

⁹⁰Department of Justice, Equality and Law Reform, (2003). Report of the Legal Advisory Group on Defamation

Employment and the workplace. There have been some small-scale pilot initiatives to support training and placement opportunities for Travellers and refugees in national media organisations.

Priorities

The key elements of an overall media strategy will include ensuring effective complaint mechanisms in both the broadcasting and press sectors, the development of a Press Code of Conduct, the development of initiatives to raise awareness within the media and to support diversity through programming, support for media produced by cultural and ethnic minorities, and continued monitoring and analysis of trends in the media.

Measures

- 8.2.1** The Government will bring forward legislation to establish a Press Council. The role of the Press Council will include the preparation of a Press Code of Conduct and the investigation of complaints concerning alleged breaches of that Code. The Council's Press Code of Conduct will include 'standards in dealing with matters such as gender, marital status, family status, sexual orientation, religious belief, age, disability, race and membership of the Traveller community'.⁹¹
- 8.2.2** Develop measures to encourage more programming in Ireland focussing on cultural diversity on Ireland, including joint ventures between broadcasters.
- 8.2.3** Develop positive actions to encourage the employment of people from cultural and ethnic minorities at all levels within the media, consistent with the requirements of employment and equality legislation.
- 8.2.4** Include a focus on the media in the continuation of the Know Racism Programme.
- 8.2.5** Develop a range of further positive measures with the media, building on initiatives such as the Media and Multicultural Awards.

8.3 Develop the potential of arts/culture policy to promote interaction and understanding of cultural diversity.

The arts can be a powerful influence for increasing mutual understanding and interaction. Government support for the arts is delivered through the Arts Council, which is independent in terms of who and what it funds, and to what degree. The Council operates a strict policy of non-discrimination and inclusiveness, and artists and arts groups from minority communities should be encouraged to make contact with the Council to familiarise themselves with, and to avail of, the supports that are available.

⁹¹Department of Justice, Equality and Law Reform, (2003). Report of the Legal Advisory Group on Defamation, p103.

Policy context and developments underway.

Arts/cultural policy: The Department of Arts, Sport and Tourism is responsible for broad arts policy relating to the promotion of the arts in Ireland and abroad. The Department also is funding capital grants for a wide range of cultural infrastructure projects around the country. While the existing capital grants scheme is fully subscribed, consideration could be given for including a “contribution to intercultural relations” as one of the criteria that would be taken account of in the operation of any future schemes.

Priorities

Building on the range of initiatives already taking place, the key challenge will be to both map these initiatives and to develop a strategy that supports and makes reasonable accommodation and takes positive action in relation to an intercultural approach to arts/cultural policy in Ireland.

Measures

- 8.3.1** Implement a research initiative to assess the potential of the arts to promote intercultural awareness, understanding and interaction, including a review of existing initiatives.
- 8.3.2** Make reasonable accommodation and take positive action measures within existing funding/grant initiatives for arts/cultural initiatives to encourage awareness, interaction and understanding of cultural diversity.
- 8.3.3** Develop an intercultural Arts Centre in Dublin.
- 8.3.4** Include a focus on intercultural art/cultural initiatives in major arts/culture events at national and local festivals.

8.4 Develop the potential of sports and leisure to promote interaction and understanding of cultural diversity.

Key challenges

It has been widely acknowledged that sport and leisure activities provide an important focus for interaction and inclusion. Many local sporting and leisure organisations are already actively including young people from the whole community including those from cultural and ethnic minorities. A key challenge will be to enhance this interaction. A further challenge is to ensure that sport and leisure activities are free from racism in particular there is no toleration of racist taunts and harassment in leisure centres or from the terraces during sporting fixtures.

Policy context and developments underway

Charter: A Charter Against Racism in Sport developed under the ‘Know Racism’ programme was launched by An Taoiseach, Bertie Ahern T.D. in October 2003. The

Charter has been ratified by the Football Association of Ireland, the Gaelic Athletic Association, the Irish Rugby Football Union, Athletics Ireland, Cumann Camógaíochta na nGael, the Irish Sports Council, Irish Basketball, the Ladies Gaelic Football Association, the Community Games and Sport Against Racism in Ireland (SARI).

International cooperation: In 2000, the European Ministers responsible for Sport passed a Resolution on Preventing Racism Xenophobia and Intolerance in sport.⁹²

Good Practice. Community organisations such as SARI and Show Racism the Red Card have been active in developing initiatives to highlight racism and to promote interaction in sport.

Priorities

There is now a base in place to develop further positive actions in the area of sport focussing on the inclusion of people from cultural and ethnic minorities and combating racism. The key priority will be to work with Irish sporting bodies to fulfil the responsibilities and challenges set out in the Charter Against Racism in Sport and to encourage further action at a European level.

Measures

- 8.4.1 Follow up on the responsibilities and challenges set out in the Charter Against Racism in Sport through a leaflet, guidelines and awareness raising.
- 8.4.2 Provide support for strategic initiatives to promote intercultural participation in sport and to combating racism.

8.5 Develop the potential of tourism to promote interaction and understanding of cultural diversity.

Key challenges

The Government have published a new strategy for Irish tourism which sets out ambitious targets to increase revenue and the number of overseas visitors to Ireland. A key challenge will be to ensure that the generally positive visitor perception of the Irish tourism experience remains high for all visitors, including those from cultural and ethnic minorities.

Irish tourism is increasingly becoming dependent on both attracting staff from cultural and ethnic minorities, including people from non-EEA countries. A key challenge is to ensure good practice in the area of employment and the workplace for all staff, including those from cultural and ethnic minorities.

⁹²Resolution on Preventing Racism, Xenophobia and Intolerance in Sport (No 4/2000).

Policy context and developments to date

Tourism Strategy: The recent report of the Tourism Policy Review Group highlights the key contribution that tourism makes to Ireland’s economy and sets out ambitious targets to double the revenue and number of tourists to Ireland by 2012. A high-level implementation group is being established to drive forward and monitor the plan.

Employment and the Workplace: The Tourism Policy Review Group recommends the development of a detailed implementation programme for the integration of non-national employees in the workplace and broader society in a way that recognises and supports cultural diversity as an immediate priority⁹³.

Good Practice: The Irish Hotel and Catering Institute, the professional body for managers in the hotel, catering and tourism industries, received funding from KNOW Racism in 2003 to run a series of seminars for hotel managers on ‘Managing Cultural Diversity in the Hospitality Industry’. A number of Irish hotels have developed good practice in relation to accommodating diversity among staff and customers. These examples of good practice should be widely disseminated and developed in other areas of importance to Irish tourism, in particular through seeking the support of trade bodies such as licensed vintners and chambers of commerce.

Priorities

The priority will be to develop a strategic approach to cultural diversity in Irish tourism, with a particular focus on the work of the high-level implementation group established to drive forward and monitor the agenda for the national strategy for Irish tourism.

Measures

- 8.5.1 Develop an intercultural implementation programme as part of the national strategy for Irish tourism, focussing on both the Irish tourism experience and the integration of cultural and ethnic minorities in the workplace.
- 8.5.2 Maximise the awareness of intercultural issues through inclusion of specific course related work in training courses for those employed in the Irish tourism industry, in both the commercial and state sector.

⁹³Ibid, p33 Executive Summary

Objective Five: Participation

Objective Five Participation:	<p>Enhance the participation of cultural and ethnic minorities in Irish society, including a focus on the:</p> <ul style="list-style-type: none"> • Political level • Policy level • Community level
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Objective Five is primarily concerned with the enhanced participation of cultural and ethnic minorities in Irish Society including a focus on participation at the political level, the policy level and the community level.

Participation: Expected Outcomes

9.1	Ensure as far a possible that elections are conducted in a manner that does not contribute to racism.
9.2	Enhance the participation of cultural and ethnic minorities in political processes.
9.3	Enhance the participation of cultural and ethnic minorities in policy consultative forums and research.
9.4	Develop an Intercultural Forum to give further consideration of issues related to cultural diversity in Ireland.
9.5	Enhance the participation of cultural and ethnic minorities in community and local development.

9.1 Ensure as far a possible that elections are conducted in a manner that does not contribute to racism.

Key challenges

The key challenge is to ensure that elections are conducted in a responsible way and with respect to the dignity and rights of cultural and ethnic minorities, without stifling political debate. The primary responsibility for achieving this outcome lies with political parties, individual election candidates and groups involved in election campaigns.

Policy Context and developments underway

Anti Racism Protocol: All political parties in the Oireachtas have signed an Anti Racism Protocol on the Conduct of Elections. The Protocol requires Political Parties to send a consistent and clear message to their constituents that they reject racism and to

ensure debate in relation to groups which are the potential targets of racism, such as asylum seekers and refugees and Travellers, are conducted in a responsible way and with respect to the dignity and rights of minority ethnic groups.

Codes of Conduct: Most political parties have codes of conduct for candidates in elections, which have the potential to reinforce the aim and content of the Anti Racism Protocol. Political parties have responsibility for enforcing codes of conduct and the Anti Racism Protocol.

Monitoring: The NCCRI through its six-month reports on incidents related to racism, has included a focus on the conduct of elections that has helped to inform policy responses.

Graffiti: Local authorities have an important role in the effective and efficient removal of racist graffiti and related material, which tends to increase in the run up to elections.

Priorities

Measures will be undertaken to extend and enhance the Anti Racism Protocol, keep its profile high and to approach political parties to consider ways in which the Protocol might be mainstreamed into their policies and procedures.

Measures

- 9.1.1 Undertake further measures to heighten awareness of the Protocol, particularly in the run up to elections.
- 9.1.2 Consider the incorporation of the Protocol into party political codes of conduct for election candidates.
- 9.1.3 Enhance mechanisms within local authorities to report and remove racist graffiti particularly in the run up to elections.

9.2 Enhance the participation of cultural and ethnic minorities in political processes.

Key challenges

There has been a long-tradition of diversity among parliamentarians and local councillors in Ireland, particularly by public representatives who are from the Jewish community. A key challenge is to ensure that positive action will be developed to encourage the participation of cultural and ethnic minorities at all levels within the political process.

Policy Context and Developments Underway

Seanad review: The Committee on Procedure and Privileges of Seanad Eireann has established a sub committee to review and make recommendations on the current and future composition and functions of the Seanad in Ireland. Other countries

including Britain and Canada ensure that cultural and ethnic minorities are represented in the second parliamentary chamber.

Political Parties: Political parties are increasingly cogniscent of the growth in cultural diversity amongst the electorate.

Priorities

Priorities will focus on a range of measures designed to encourage participation in the wider political processes, including reviews of political structures, the role of Oireachtas Committees and participation in political parties

Measures

- 9.2.1** Consider the reservation of a seat in Seanad Éireann for a representative from a cultural and ethnic minority.
- 9.2.2** Enhance the role of Oireachtas committees and sub committees, in particular the Joint Oireachtas Committee on Justice, Equality, Defence and Women’s Rights, to consider issues related to racism and cultural diversity.
- 9.2.3** Encourage political parties to develop proactive measures to enhance/remove barriers to the participation of people from cultural and ethnic minorities within their membership and associated structures.

9.3 Enhance the participation of cultural and ethnic minorities in policy consultative forums and research.

Key challenges

There are a wide range of consultative mechanisms through which broader civil society can participate in broader policy development. The key challenge is to ensure that these policy forums provide sufficient opportunity for representative organisations working closely with cultural and ethnic minorities to participate effectively and that they proactively seek to make reasonable accommodation of cultural diversity and promote positive action measures in their deliberations. There is a growing body of research undertaken in relation to cultural and ethnic minorities, and with this research there is a need for guidelines on how such research is conducted.

Policy Context and Developments Underway

Among the consultative forums/mechanisms that have been developed include the following:

National Economic and Social Development Office: NESDO, which is soon to be established on a statutory basis, will comprise the three main social partnership bodies at national level, namely the National Economic and Social Council (NESC), the National Economic and Social Forum (NESF) and the National Centre for Partnership and Performance (NCP). These bodies have provided analysis,

evaluation and research related to major social, economic and social policy issues and have contributed in a significant way to social policy development.

National Consultative Committee on Racism and Interculturalism: The NCCRI is an expert body which aims to both provide advice and to develop initiatives linked to its role and remit. A key part of its role is to achieve consensus, on as wide a basis as possible and involving a wide range of stakeholders on combating racism and promoting a more inclusive, intercultural society

Priorities

The priority will be to enhance the participation of cultural and ethnic minorities in consultative and decision-making processes through the reasonable accommodation of issues and take positive action related to cultural diversity in broader social and economic policy development.

Measures

- 9.3.1 Provide continued support for the role and work of anti-racism bodies.
- 9.3.2 Seek to ensure that broader economic and social policy forums, such as NESDO, make reasonable accommodation of cultural diversity and take positive action measures.
- 9.3.3 Develop guidelines to ensure that research involving cultural and ethnic minorities is as participative as possible and undertaken in regard to best international practice and ethical considerations.

9.4 Develop an Intercultural Forum to give further consideration of issues related to cultural diversity in Ireland.

Key challenges

The NPAR is not an end in itself. A key challenge is to create a mechanism through which dialogue and discussion on cultural diversity in Ireland can be continued and deepened, involving a wide range of stakeholders, which will take some of the key issues identified in the Plan to a further stage.

Key Developments

Programme for Government: There is a commitment to develop an initiative on managing cultural change in the ‘Agreed Programme for Government’.

Consultative Process: The priority will be to develop an Intercultural Forum which will seek to promote continued dialogue and research on cultural diversity in Ireland.

Priorities

The priority will be to develop an Intercultural Forum, which will seek to promote continued dialogue and research on cultural diversity in Ireland and contribute to further policy development.

Measures

9.4.1 Establish an Intercultural Forum to:

- Promote further research, interaction and dialogue on cultural diversity in Ireland.
- Consider the policy implications arising from growing cultural diversity in Ireland.

9.4.2 The Intercultural Forum will have a Government agreed terms of reference and will comprise key stakeholders .

9.5 Enhance the participation of cultural and ethnic minorities in community and local development.

Key challenges

Community and local development provides an important means of involving local communities in issues of concern, in particular issues related to disadvantage and social exclusion. Local development is primarily concerned with integrated socio economic development principally through local development partnership companies involving a broad range of stakeholders. The key challenge is to ensure that policy strategies in place to support community and local development will seek to make reasonable accommodation of cultural diversity and take positive action measures.

Policy context and developments underway

The Community Development Support Programme's: Under the aegis of the Department of Community, Rural and Gaeltacht Affairs, CDSP's are programmes to provide financial assistance to fund community development projects in disadvantaged areas and specific target groups that experience disadvantage, including Travellers. The Department also provides once off Grants to voluntary and community groups.

Local Development Social Inclusion Programme. Under the LDSIP, which is administered by ADM a total of 38 area partnerships, 33 community groups and 4 employment pacts receive funding.

Family Resource Centres. Under the aegis of the Family Support Agency in the Department of Social and Family Affairs, the centres focus on issues such as poverty, family supports, self development and parenting skills.

Supports: Area Development Management (ADM) and Combat Poverty Agency provides expertise and support for community and local development. The Community Development Unit of the NCCRI provides assistance and support to a range of relevant groups and organisations. A range of health boards and local authorities employ community development workers.

Priorities

Reasonable accommodation of cultural diversity and positive action in community and local development supports is a multifaceted issue involving commitments in relevant strategy statements and action plans; the development of initiatives targeted at groups such as Travellers, refugees and migrants; monitoring progress and ensuring active participation by the concerned groups.

Measures

- 9.5.1** A new pilot initiative will be developed within the Community Development Support Programmes to provide funding and support for a number of new projects focussing on supporting people from cultural and ethnic minorities to articulate their needs and to support integration and intercultural interaction.
- 9.5.2** Existing projects supported through Community Development Support Programmes will be given greater technical support and training to work with cultural and ethnic minorities.
- 9.5.3** Continue to support existing community and voluntary groups and specialised support organisations working with cultural and ethnic minorities.
- 9.5.4** Enhance the focus on intercultural and anti racism initiatives in the Local Development Social Inclusion Programme

Part Five: The Implementation

The implementation of the National Action Plan Against Racism will be overseen by a high level steering group. The group will require the support of a number of key stakeholders and specific implementation strategies to achieve its goals. This section is divided into:

- 10.1 Key stakeholders**
- 10.2 Coordination and Drivers for the Plan**
- 10.3 Wider linkages**
- 10.4 Funding**

10.1 Key Stakeholders.

Government and The Oireachtas

The NPAR is a Government plan. The Government have ultimate responsibility for ensuring its success. Oversight of the implementation of the NPAR will be a cabinet responsibility through the Cabinet Committee on Social Inclusion.

The Oireachtas will also have an important oversight role through the Joint Oireachtas Committee on Justice, Equality, Defence and Women’s Rights. An annual progress report on the NPAR will be presented to this committee and the full Oireachtas.

Government Departments

Government Departments will have a major responsibility for ensuring the implementation of the NPAR, with the Department of Justice, Equality and Law Reform taking a central coordinating role through the Equal Status Division of that Department. An annual review of progress and work-plan for the continued implementation of the NPAR will be drawn up.

Relevant Institutions

Specialised and expert bodies have a key role as drivers for the NPAR. The Equality Authority has been established as the independent specialised equality body to combat discrimination and to promote equality under the equality legislation. The Irish Human Rights Commission was established as part of the Good Friday Agreement to endeavour to ensure that the human rights of all people in the state are fully realised and protected, in law, in policy and in practise.

State Agencies

All state and semi state agencies will have an important role in ensuring the implementation of the NPAR. There are a number of state and semi state agencies whose active participation and support for the NPAR will be critical. These bodies include for example, the Garda Racial and Intercultural Office; bodies linked to the refugee application, reception, and integration process, in particular the Reception and Integration Agency; immigration services; employment, education, accommodation and health and social services and bodies linked to the administration of justice.

Social Partners

The ongoing participation of the social partners, including employer/business; trade union, farming and community/voluntary sector bodies, is vital to the successful implementation of the NPAR. The social partners, including the community and voluntary sector have played an active role in the consultative phase of the Plan and in a range of existing anti racism and intercultural initiatives.

Their potential future contribution to the Plan is multifaceted, including the following:

- Participation in the coordination and implementation structures established to implement the Plan.
- Highlighting awareness of the Plan among constituent/affiliated groups.
- Developing and participating in measures identified in the Plan/consistent with the Plan.
- Participation in monitoring and commenting on progress in relation to the Plan.

Cultural and Minority Ethnic Minority Groups

All dimensions of the implementation of the NPAR must seek to involve the active participation of cultural and ethnic minority groups in Ireland from the central coordination, to the implementation of individual measures. The resourcing and support for the participation of minority ethnic groups to facilitate their participation is emphasised in this Plan.

Research and Policy Bodies

The role of research centres, specialised and expert bodies, universities and policy fora all have a key role in pinpointing needs, and ensuring that broader government policy effectively addresses racism and supports interculturalism. Needs assessments, opinion polls, consultation with minority ethnic groups and action research are all important mechanisms in this process.

City/County level

Key stakeholders at city/county level include:

- Local Authorities, including City and County Development Boards and Social Inclusion Units.
- FAS and the regional offices of the Department of Social and Family Affairs.
- Regional administrative bodies responsible for health and education.
- Local area development partnerships.
- Social partner bodies, including those representing the community and voluntary sector and cultural and ethnic minority interests.

10.2 Coordination and Drivers for the Plan

To be effective, the Plan needs a combination of clear coordination and strong drivers. This will be achieved through the following approach:

- The establishment of a high level steering Group to oversee the implementation of the NPAR involving a wide range of stakeholders.
- The Equal Status Division of the Department of Justice, Equality and Law Reform.
- The key role of specialised, expert bodies and integration bodies in driving forward key aspects of the Plan, consistent with their role and remit.

High Level Steering Group

A newly formed high level steering group will be established involving a key range of stakeholders, building on the model established by the steering groups to oversee the consultative process. Key constituents of the steering group will be government departments, social partners, including the community and voluntary sector and specialised and expert bodies.

Equal Status Division

The Equal Status Division of the Department of Justice, Equality and Law Reform will have an overall role to coordinate Government policy related to combating racism and supporting the development of a more inclusive and intercultural society. Part of its role will include the establishment and development of the high level steering group that will oversee the implementation of the NPAR.

Key Role of Specialised, Expert and Integration Bodies

The key specialised bodies identified in this Plan are the Equality Authority and the Irish Human Rights Commission and the expert body is the National Consultative Committee on Racism and Interculturalism and the integration body is the Reception & Integration Agency.

The Equality Authority

The powers and roles of the Equality Authority will be evolved, including:

- Equality proofing in the public sector generally.
- Providing guidance to service providers to implement commitments to conduct equal status reviews and action plans.
- Progress some of the specific expected outcomes and measures identified in this Plan, where they reflect the strategic plan of the Equality Authority and are consistent with the resources made available to the Equality Authority.



Addressing the Irish Human Rights Commission's public meeting on the issue of racism in Cork in November 2003 were: Mr Vitallyy Makhmanov, NASC and Integrating Ireland, Mr. Michael Farrell, member of the IHRC; Siobhán Mullally, Faculty of Law UCC; Chrissie O'Sullivan, Travellers Visibility Project Dr. Maurice Manning, President of the IHRC, Mariam Olusoji, joint-chairperson NASC; Ms Nuala Kelly, member of IHRC; and Prof. Robert Daly, member of the IHRC

Irish Human Rights Commission

The IHRC has an important role, with respect of the protection and advancement of human rights in their wider sense. Its role within the NPAR will be an evolving one and is likely to:

- Focus on the application of human rights standards related to key dimensions of the Plan.
- Contribute to the North/South element of the plan.
- Progress some of the specific expected outcomes and measures identified in this Plan, which are consistent with the IHRC's role and remit.

The Reception and Integration Agency

The Reception and Integration Agency is part of the Department of Justice, Equality and Law Reform and is responsible for both the reception of asylum seekers, through the policy of direct provision and for coordinating the implementation of integration policy for refugees and people with leave to remain.

- Coordinate the development of an integration plan informed by the framework and objectives set out in the NPAR and involving a range of key stakeholders.
- Develop a more detailed asylum seeker social support policy, consistent with broader Government policy.
- Continue to develop of standards related to direct provision and dispersal across the wide range of accommodation and reception centres.

The National Consultative Committee on Racism and Interculturalism

The NCCRI has played a key role in providing support, advice and expertise for the development of the NPAR in Ireland, including through all stages of the consultative process.

10.3 Wider Linkages

Linking with Northern Ireland and Britain

It is proposed to establish a liaison committee involving a range of key stakeholders from Ireland, Northern Ireland and Great Britain to look at ways in which cooperation to combat racism can be enhanced at a number of levels, including the possibility of joint initiatives, research and awareness raising initiatives

Linking with European and United Nations bodies

The NPAR will be submitted to the United Nations and there will be active involvement in the structures established by the United Nations to follow up on the recommendations from the World Conference Against Racism. It is important that the NPAR links with policy being developed by the European Union related to racism.

10.4 Funding

The National Action Plan Against Racism will be funded in a way that is consistent with its overall emphasis on developing a ‘whole system approach’, with a strong emphasis on mainstreaming an intercultural approach into existing government policies and funding.

The three-pronged funding strategy can be summarised as follows:

- Refocusing of existing resources through the development of an intercultural dimension to mainstream public policy.

- Identification of specific resources within the annual budget process for the implementation of the Plan.
- The commitment to realise aspects of the NPAR as resources become available.



KNOW RACISM

**The National Anti-Racism
Awareness Programme**

**Final Report on Activities
2001 - 2003**



Executive Summary

Early in 2001, a high level steering group chaired by Mr Joe McDonagh was established to implement the National Anti-Racism Awareness Programme, (Know Racism), in partnership with the Department of Justice, Equality and Law Reform. The programme was launched by An Taoiseach on 24 October 2001. Regional launches were held in Galway, Limerick and Cork in the months following the National Launch.

The following is a summary of the main activities undertaken under the programme in its three-year period of operation (2001 to 2003)

- As part of its initial strategy, the steering group commissioned a review of existing research into racist attitudes and opinions among the general population. This developed the steering group members' understanding of racism and their approach towards planning the programme.
- A unique logo was developed prior to the launch to make the materials and advertising of the programme recognisable and give the programme a whole and identifiable brand image.
- Public relations during the National Launch and in its aftermath was supported by numerous national and regional interviews on TV, radio and the print media. Chairperson, Joe McDonagh, undertook all media interviews as the spokesperson for the programme.
- Know Racism distributed a direct mail leaflet, entitled "What You Can Do Against Racism" to 1.3 million households around the country in March / April, 2002. The leaflet was supported by a radio advertising campaign.
- In 2002 and 2003, to mark the International Day against Racism on March 21st and European Week Against Racism, the National Consultative Committee on Racism and Interculturalism (NCCRI) coordinated a large number of events in Ireland, North and South in partnership with Know Racism and the Equality Commission for Northern Ireland.
- An emblem in the form of a pin was designed by John Rocha specially for the Know Racism programme, and launched in March, 2002. A total of 110,000 pins were circulated.
- A national advertising campaign, in six phases, was undertaken by Know Racism in national newspapers and on billboards during 2002 and 2003.
- Know Racism launched four rounds of grant schemes, i.e., in May, 2001; October, 2001; September, 2002; and, April, 2003, to assist community groups and NGOs in developing and implementing local anti-racism awareness initiatives. In all, 450 grants, totaling €1.3 million were paid out in amounts ranging from €2,000 to €20,000 for local projects in 26 counties over the three years of the programme.

- A number of partnership ventures were undertaken under the programme, including participation in the Anti-racist Workplace Week in each of the three years, co-funding of the “Mono” TV series on RTE ONE, a video for secondary schools based on the series, and the funding of bursaries in ethnic and racial studies in TCD. Know Racism participated in a number of other activities. The programme took part in the St Patrick’s Day parade in Dublin in 2002, when the Know Racism logo was displayed on pendants and banners; the Community Games in Mosney, Co. Meath in 2002 and 2003; and, the Special Olympic Village in Dublin in 2003. Financial assistance was provided: for multicultural training for facilitators in the Special Olympics, 2003; to the Holocaust Memorial Days in January, 2003 and 2004; for a needs analysis of Russian speakers; to support a commemoration of World Refugee Day in June, 2003 organised by the African Refugee Network; and, events for Traveller Focus Week in December 2003.



Forty shades of green.

The month of March has two important days, St. Patrick’s Day and March 21, International Day Against Racism.

Two great days for Ireland to value what we have in common and respect what makes us different. A chance for us all to reflect and ask ourselves what we can do to stop racism.

An Clár Náisiúnta Feasachta Frith-Chiníochais.
www.knowracism.ie



Advertisement used in KNOW Racism Campaign

- In order to measure awareness of aspects of the programme and to explore peoples' understanding of the issues, the steering group commissioned nationwide research in August, 2002. A further nationwide research programme was undertaken in September, 2003 to determine prevailing attitudes towards racism, ethnic minorities and Travellers.
- A Charter Against Racism in Sport was launched on the 8 October, 2003. The Sports Charter was signed by all of the main sporting organisations and has the full support of the Sports Council.

The reduction in the funding allocation for 2003 of 64% resulted in a curtailment of the programme's activities in its final year. Nevertheless, the steering group endeavoured to maintain, within the means available, the momentum gained by continuing with the advertising campaign in addition to launching a fourth round of grants.

The chairperson and members of the steering group are pleased with the success of the Know Racism programme and are most anxious that the work on anti-racism awareness which was initiated and developed through the programme should continue and be incorporated as a component of the new National Action Plan Against Racism.



Launch of Anti-Racism Political Protocol prior to general election 2002 which was signed by leaders of all the major political parties.

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Foreword

This is the second and final Report of Activities of the National Anti-Racism Awareness Programme, Know Racism. It provides details of the programme's activities over its three year term, from the first meeting of the high level steering group in 2001 to the end of 2003.

The preparatory period prior to the National Launch in October, 2001 was used by the steering group to develop an understanding and knowledge of racism and the attitudes surrounding it and to devise the messages and brand image of the programme in preparation for the launch. Most of the "visible" activities of the programme took place during and after the National Launch when the brand image and messages of the programme were disseminated.

I wish to thank the present and past members of the high level steering group for their work and commitment to the programme. I also acknowledge the support of the staff of the Department of Justice, Equality and Law Reform as a partner in the programme. As I have pointed out before, I have been privileged to be part of a such a dynamic team.

There are, of course, many other people who have endorsed, participated in and provided assistance to the awareness programme over the past three years and who deserve appreciation and thanks for their efforts. These include the many local community groups and NGOs who, with enthusiasm and energy, carried out anti-racism awareness initiatives and projects at local level, and, our public relations company and advertising agency for their valuable professional assistance. I want to convey my special thanks to the international designer, John Rocha CBE, for his contribution in designing the Know Racism emblem and its packaging for the programme.

As I have stated on many occasions in the past, Irish society is now a multicultural society. We must accept the responsibilities and challenges that change brings to us. Irish people are traditionally generous, friendly and hospitable. It would be wrong to allow fear of strangers and intolerance to spoil this traditional spirit and change our attitudes towards the minority ethnic people who are part of Irish society.

Getting to know and understand such a complex and sensitive issue such as racism was a real challenge for me and my colleagues on the steering group and being involved with such a worthwhile cause such as anti-racism awareness has been a very enlightening and satisfying experience for me personally.

I believe that much has been achieved by the Know Racism programme in its short three year life in raising awareness of racism and in promoting an appreciation of cultural diversity. It is my sincere wish, and that of my colleagues on the steering group, that the work which was begun and developed by Know Racism will continue as an element of the proposed National Action Plan Against Racism.

Joe McDonagh,
Chairperson
High Level Steering Group

1. Background

Following recommendations produced in 1998 from an interdepartmental committee dealing with immigration, asylum and related matters and a subsequent working group on integration, the National Consultative Committee on Racism and Interculturalism (NCCRI) was requested to carry out a full evaluation of how public opinion and debate could be better informed. The NCCRI subsequently produced proposals which formed the framework for the implementation of a three year public awareness programme to address racism and to promote an inclusive, intercultural society.

The Government allocated a core budget of €5.7 million (£4.5 million) to the national awareness programme over a three-year period. In February 2001, a high level steering group was established by the Minister for Justice, Equality and Law Reform, John O'Donoghue TD., to implement the programme in partnership with his Department. The steering group was chaired by Mr Joe McDonagh, former president of the GAA. A list of the members who served on the steering group is in Appendix I attached.

The overall aim of the programme was to contribute to creating the conditions for building an inclusive and intercultural society in Ireland where racism would be effectively addressed and cultural diversity would be valued.

2. Initial Strategy

The steering group had its first meeting on 4 April, 2001. The initial strategy adopted by the steering group in the first phase of the programme was (i) to develop its understanding of racism, (ii) devise a brand image for the programme, (iii) engage with community groups, and (iv) to embark on a number of partnership ventures.

To provide an insight into the racist attitudes and opinions which existed among the general population and to develop its understanding of racism, the steering group commissioned research to review existing surveys on attitudes towards racism and minority ethnic groups. The results were of assistance in developing the messages in the subsequent advertising campaigns. A summary of the research report, undertaken by Dr Steve Garner and Dr Allen White from University College, Cork and Nottingham Trent University respectively, was published in March, 2002 and is available on the Know Racism web site at www.knowracism.ie.

A unique logo was developed prior to the launch to make the materials and advertising of the programme recognisable and give the programme as a whole an identifiable brand image.

In response to demands for support for local awareness initiatives, one of the first actions of the steering group was to launch its first phase of grant schemes in May, 2001.



Launch of KNOW Racism Campaign October 2001

In the early stages, the steering group embarked on a number of partnership ventures, i.e., participation in Anti-Racist Workplace Week; a compact disc of Anti-Racist Songs; feasibility study for a nationwide musical event and, grants to political parties for anti-racism awareness initiatives.

3. National Launch

The Know Racism programme was launched by An Taoiseach, Bertie Ahern, TD., in Dublin on 24 October, 2001. The National Launch was also addressed by An Tanaiste, Mary Harney, TD., and the Minister for Justice, Equality and Law Reform, John O'Donoghue, TD. The launch provided many opportunities to publicise the programme and the chairperson, Joe McDonagh, gave numerous interviews on TV and radio and in the national and local press. Regional launches were organised in the following months in Galway, Limerick and Cork.

A number of activities were organised in conjunction with the National Launch, including the preparation and distribution of information packs and media packs. A web site was set up at www.knowracism.ie.

4. Developing Local Awareness

(i) Grant Schemes

The active involvement of local communities in the awareness programme was regarded by the steering group as very important to the overall success of the programme. Know Racism launched grant schemes in four phases, i.e., in May, 2001; October, 2001; September, 2002; and, April, 2003, to assist community groups and NGOs in developing and implementing local anti-racism awareness initiatives. In all, 450 grants, totalling €1.3 million, were paid out in amounts ranging from €2,000 to €20,000 for local projects in all 26 counties over the three years of the programme. Examples of some of the more successful grant projects under each phase are in Appendix V.

(ii) Evaluation

In 2002, Know Racism carried out an independent evaluation of the first two rounds before the third round of grants was launched. The experience gained from the earlier schemes coupled with the recommendations in the evaluation report assisted in developing the criteria and conditions for the third and fourth rounds.

(iii) Conference

In October, 2002, Know Racism organised a conference entitled: *Developing Anti-Racism Awareness at Local Level*, in the Royal Hospital, Kilmainham, Dublin. Representatives of groups and organisations which had been successful in the first two rounds of grant schemes and those who had applied in the third round along with other local representatives and journalists were invited. About 100 representatives attended. The conference provided an opportunity to share experiences on the lessons, findings and good practice models from the work done in the 300 projects that had been funded in the first two rounds. Delegates also debated the objectives and focus of future grant schemes under the programme.

5. Spreading the Messages of the Programme

(i) Publicity

As stated above, the period surrounding the National Launch was used to maximise publicity for the programme and its messages. From the period leading up to the National Launch and to the end of 2003, the Know Racism programme attracted almost 5 million national print impressions and over 1 million regional impressions.

In addition, there were 65 national print articles and 70 regional print articles. These were supported by over 40 national and regional interviews with the chairperson, Joe McDonagh on TV, radio and the print media. In essence, the chairperson became the voice and face of the programme.

(ii) Information Packs and Web Site

Information packs and media packs were produced in conjunction with the National Launch and a total of 7,000 of the first edition were distributed. These were updated and reprinted in 2002. The web site was also updated over the period of the programme and up to the end of 2003 the site had attracted 1,384,412 hits.

(iii) Advertising

In 2002, Know Racism launched a campaign of national advertising in newspapers and billboards. An advertising and PR strategy was developed early in the year with the assistance of an advertising agency, Irish International Plc and a public relations company, Edelman PR. More details are in the section on “Advertising” below.

(iv) Direct Mail Leaflet

To coincide with International Day Against Racism on March 21st (2002), 1.3 million leaflets entitled “What you can do against racism” were distributed to households around the country during a four week period in March and April, 2002. The leaflet was publicised in radio ads prior to 21 March. An additional 10,000 leaflets were distributed subsequently, i.e., at events, briefings, conferences, etc.

(v) Newsletters

Two issues of the Know Racism newsletter outlining the activities undertaken under the programme were published. Issue No.1 was published in April, 2002 and 7,000 copies were circulated. Issue No.2 was published in April, 2003 and 5,000 copies were circulated.

(vi) Myths Fact Sheet

A number of inaccurate and misleading reports concerning asylum seekers appeared in the media during 2002. These reports included false rumours about asylum seekers receiving financial assistance from the Government. Know Racism was concerned that the rumours would lead to an increase in racist incidents so it developed a fact sheet which outlined the true position on entitlements with the intention of counteracting the myths and misinformation. The fact sheet was based on a more detailed information leaflet produced by the NCCRI and the UNHCR entitled, “Myths and Misinformation about Asylum Seekers”. 4,000 Know Racism fact sheets were distributed from October, 2002 to journalists, general practitioners’ waiting rooms and citizen information centres. The fact sheet was augmented by a media workshop to clarify the issues with journalists and members of the press, radio and TV.

(vii) Public Relations Award

In June, 2002, the Department of Justice, Equality and Law Reform and Edelman PR tied for first place with the Eurochangeover Board of Ireland and Carr Communications in the annual Awards for Excellence in Public Relations 2002 in the category "Public Information Programmes" for work on the Know Racism programme. Edelman PR managed the public relations aspect of the Know Racism programme from September, 2001 to its completion.

6. Programme Emblem

The support of international designer John Rocha CBE was enlisted and he undertook the design of a unique emblem and accompanying packaging free of charge specially for the Know Racism programme. The emblem was launched in March, 2002 and was publicised in advertisements on national radio. It is in the form of a pin to be worn by people who wish to demonstrate, subtly, their support for the aims of the programme.

The emblem is a fusion of Asian-Celtic design entitled: *Five Continents - One People*. John Rocha's rationale for the design was: "The human race has so much to share, we have so much to learn from each other and so much in common, we are after all only divided by space, five continents - one people".

110,000 emblems were distributed over the period of the programme.

7. Advertising

In its second year of operation, 2002, Know Racism moved from branding to messaging and used national advertising campaigns as a medium for spreading the messages of the programme. An advertising agency, Irish International OMD, was appointed and an ongoing strategy was developed using research pointers and focus group feedback. The role for and type of advertising was carefully considered. The strategy determined the formulation of messages to appear in advertisements and how those messages should be executed. It also decided on the appropriate tone of the messages and the audiences to be targeted.

The first phase of the Know Racism national advertising campaign in newspapers and billboards, commenced in March, 2002. It comprised a picture of Jason Sherlock, the Dublin County Footballer with the caption "HE'S PART OF A SMALL ETHNIC MINORITY. DUBS WITH ALL-IRELAND MEDALS.". The second phase of the campaign took place in June featuring World Cup supporters. It contained the caption; "IN THE GREEN ARMY, COLOUR ISN'T AN ISSUE". A third phase was launched in August / September. It was on a "back to school" theme and featured a

8. Partnership Ventures and Activities

(i) Events

In 2002 and 2003, a large number of anti-racist and intercultural events were organised throughout the country, North and South to mark the International Day against Racism on March 21st and European Week Against Racism in March. The events were coordinated by the National Consultative Committee on Racism and Interculturalism (NCCRI) in partnership with Know Racism and the Equality Commission for Northern Ireland. Many of the events in local communities were funded by Know Racism through its grant schemes.

(ii) Internships with RTE

In 2001, Know Racism provided financial support to a project involving refugees in six month trainee placements on Radio One World. Radio One World is a multicultural radio service of RTE reflecting the ethnic diversity of refugees, asylum seekers and the immigrant communities living in a fast changing Ireland.

(iii) Anti-Racist Workplace Week

Measures to address racism in the workplace were part of the plan of action of the Know Racism programme throughout its three-year term. Know Racism was a partner in the Anti-Racist Workplace Week with the Equality Authority, ICTU, IBEC, the Construction Industry Federation, the Equality Commission for Northern Ireland, and from 2003, the Small Firms Association. The programme funded a nationwide advertising campaign to assist in increasing the profile of the Workplace Week in November 2001 and again in 2002. Due to a reduction in the Know Racism budget in 2003, no funds were available for advertising in 2003, nevertheless, Know Racism participated in the Week and provided financial support for its activities, which included a poster campaign, leaflets and research.

(iv) Compact Disc of Anti-Racist Songs

One of the first initiatives of the Know Racism programme was to co-fund with Hot Press Magazine a compact disc containing anti-racist songs and songs about Travellers from a broad range of musical artists. The aim of the initiative was to encourage the participation of song writers and performers from the music industry in the awareness programme. Know Racism provided funds towards the production of the compact disc which was circulated free with each copy of Hot Press magazine dated 5 December 2001. Approximately 30,000 copies of the CD were distributed with sales of the magazine. Additional copies of the CD were distributed subsequently at launches and other events.

(v) Co-Funding of TV Multicultural Programme

Given the major influence that national television can have in stimulating awareness of racism and promoting cultural diversity, Know Racism availed of the opportunity of participating in a partnership arrangement with RTE in co-funding a ten-week series of the “Mono” programme in 2002. A video consisting of excerpts from the Mono programme was developed for use in secondary schools (More details on the video are in the “Education and Youth Sector” below).

(vi) Sunday World Supplement

The Sunday World published a special supplement on the National Anti-Racism Awareness Programme with its edition of 14 December, 2003, entitled, “Keeping the KNOW RACISM spirit alive”. Along with a message from the Chairperson, Know Racism, it included articles on Dublin Bus (who employ staff from 47 nations), multicultural interest in GAA football, the Chinese New Year Festival in Dublin, Special Olympics, etc. A reissue of the advertisement showing a picture of two construction workers with the caption “DOES PREJUDICE COLOUR YOUR THINKING?”, was included in the production.

(vii) Other Activities

Know Racism participated in a number of other activities. The programme took part in the St Patrick’s Day parade in Dublin in 2002, when the Know Racism logo was displayed on pendants and banners, the Community Games in Mosney, Co. Meath in 2002 and 2003 and the Special Olympic Village in Dublin in 2003. Financial assistance was provided for: multicultural training for facilitators in the Special Olympics; Holocaust Memorial Day in January, 2003: for a needs analysis of Russian speakers; a Commemoration of World Refugee Day in June, 2003 organised by the African Refugee Network; and, Traveller Focus Week in December 2003.

9. Research

(i) Need for Research

In addition to research carried out in 2002, Know Racism commissioned further research in September, 2003, to assist in determining the focus of anti racism policies in the context of the programme and in the development of the National Action Plan Against Racism. This research was needed also to provide a basis to measure shifts in opinion in the future and to monitor changes over time. The nationwide research set out to gather information on: (a) opinions on racism and interculturalism; (b) attitudes towards minority groups, and (c) measurement of awareness of the Know Racism programme.

(ii) Research Methods

Both quantitative and qualitative approaches were used. The quantitative strand consisted of a nationwide omnibus survey of a sample of 1,200 adults, aged 15 and over, which was representative of the general population. The qualitative strand consisted of in-depth interviews with focus groups covering three distinct populations, i.e., (a) the general public represented by 3 focus groups (2 in Dublin and 1 in Mullingar); (b) ethnic minorities represented by 5 mini-groups (1 Central European, 1 Eastern European, 1 African, 1 Chinese, and 1 Muslim Women); and, (c) opinion leaders through 6 teledepth interviews. Both strands of the research consisted of key questions on general attitudes to minority groups, including questions to elicit awareness of the Know Racism Programme. Attitudes towards Travellers were also explicitly addressed in both strands.

(iii) Awareness of the Programme

After the relatively short period of visible activities (2 years) and a small budget (about 1 million euro) the research revealed that about one in four (23%) of the population had been aware of the Know Racism programme. The steering group was satisfied that the result achieved was quite acceptable. The findings also revealed that 53% of respondents agreed that there was a need for a national anti-racism awareness programme.

(iv) Indication of Attitudes

In the barometer survey 48% of those surveyed stated that they believed Irish society was racist (20% stated that it was not racist). Yet, 78% of the same people interviewed stated that they had not personally witnessed any incidents of racism or racist behaviour (18% had). The survey also revealed a mix of positive and negative attitudes towards minority ethnic groups. In the main, 66% agreed that anyone should be allowed live in Ireland if they worked and paid their taxes and 59% stated that the presence of so many minority groups did not make them feel insecure. On the negative side, about half felt that ethnic groups were taking jobs from the Irish and a similar number expressed concern about the freedom of movement of people as a consequence of EU enlargement.

On the particular issue of asylum seekers, around 70% felt that there were too many asylum seekers in this country and that Ireland should not take any more and 80% believed that the presence of asylum seekers was putting pressure on essential services such as, housing and health. On the issue of Travellers, 72% believed that the settled community was not willing to accept Travellers living among them.

The qualitative phase of the research, which used in-depth interviews with focus groups, revealed a lot of resentment from the host population towards refugees who did not work and were perceived as sponging off the State. Interviews with the ethnic minorities (represented by the five mini-groups) revealed that only Africans reported any real sense of being the object of racist attitudes, and even these felt that such attitudes were confined to a small minority. However, all of the nationalities in

the tests recalled occasional difficulties in getting access to employment, or accommodation, or with officialdom. These difficulties were, in their opinion, mainly attributed to their non-Irishness.

Further details of the results of the research are contained in Appendix IV (i), (ii) and (iii).

10. Education and Youth Sector

(i) Working Group on Education

A working group to progress the development of a strategy on anti-racism and interculturalism across the education system was established in 2001 by the Department of Education and Science. In November, 2002, the working group published a report entitled “Promoting Anti-Racism and Interculturalism in Education” containing draft recommendations towards the proposed National Action Plan Against Racism.

(ii) Know Racism Video

In November, 2002, Know Racism launched an anti-racist video for transition year students. The 27 minute video programme, based on the MONO TV series was produced with the cooperation of RTE and circulated to all of the 746 secondary schools throughout the country.

(iii) Third Level Bursaries

In September, 2002, Know Racism provided funding for bursaries for four students pursuing an MPhil in Ethnic and Racial Studies in the Department of Sociology of Trinity College, Dublin. The dissertation topics chosen were consistent with the objectives of the Know Racism programme. The financial support was provided in the expectation that it would increase both the number of trained persons active in the area of anti-racism and the volume of relevant research.

11. Sports Sector

(i) Charter Against Racism in Sport

The Charter Against Racism in Sport was a major initiative of the Know Racism programme designed to protect Irish sport against racism. The Charter was launched by the Taoiseach on 8th October, 2003 and has been signed by all of the main sporting organisations. The initiative was fully supported by the Sports Council. In signing the Charter the leaders of the main sporting bodies committed themselves to endeavouring to ensure that the activities of their organisations would be conducted in a way that was free from discrimination, harassment or prejudice on the grounds of 'race', colour, ethnic or national origins, religious belief and membership of the Traveller community.

The organisations which signed up to the Charter were: Athletics Ireland, the Community Games, Cumann Camógaíochta na nGael, the Football Association of Ireland, the Gaelic Athletic Association, Irish Basketball, the Irish Rugby Football Union, the Irish Sports Council, the Ladies Gaelic Football Association and Sport Against Racism in Ireland.

A reproduction of the Charter is at Appendix III.

(ii) Local Sporting Activities

Through its four rounds of grant schemes, the Know Racism programme funded numerous sporting events organised by local voluntary groups throughout the country. Examples of such events funded in the fourth round were: an "All Nations Soccer Tournament" in Cork city organised by Muungano Le Cheile; a "Multicultural Soccerfest" in Dublin 1 organised by Sport Against Racism in Ireland; an anti-racism sports event in Clondalkin Dublin organised by the Equality Working Group of the Clondalkin Partnership Ltd; a "Mini World Cup" for Travellers, refugees and locals organised by Global Longford; and, an "African Day" with football matches between Africans and Irish.

(iii) Special Olympics

As mentioned above, Know Racism provided financial assistance for multicultural training for facilitators in the Special Olympics, 2003 and provided a display stand at the Special Olympic Village in the RDS.

(iv) Community Games

The Know Racism programme participated in the Community Games in Mosney, Co. Meath in 2002 and 2003.

(v) Display of “Know Racism” Banner

In the earlier stages of the programme, efforts were made to draw the attention of sports participants to the Know Racism programme by displaying a large banner (25 sq ft) of the Know Racism logo at major sports events. The banner was displayed in a parade by children around the pitch at major football matches in 2002.

12. Political Parties

(i) Anti-Racism Protocol

All seven political parties, represented in Dail Eireann, are signatories to the Anti-Racism Protocol for Political Parties and the Declaration of Intent for Candidates in Relation to the Conduct of Election Campaigns which was launched by the Minister for Justice, Equality and Law Reform, in June 2001. The Protocol and Declaration was an initiative introduced by the National Consultative Committee on Racism and Interculturalism (NCCRI) early in 2000.

Political parties, who have signed the Protocol, have undertaken to ensure that election campaigns, including campaigns for local elections, general elections and elections to the European Parliament, are conducted in such a way that they do not incite hatred or prejudice on the grounds of 'race', colour, nationality or ethnic or national origins, religious belief and membership of the Travelling Community.

(ii) Grants for Awareness

In December, 2001, Know Racism undertook to provide a grant of £3,000 (€3,800) to the main political parties to assist them in developing and implementing initiatives that stimulate an awareness of racism and promote cultural diversity among their members at national and local level. The initiative was timed to coincide with preparations for the General Election in 2002.

13. An Garda Síochána

An Garda Síochána was represented on the Know Racism steering group by a Garda Inspector from the Garda Racial and Intercultural Office. This Office operates under the auspices of the Garda Community Relations Section and is responsible for coordinating, monitoring and advising on all aspects of policing in the area of racial, ethnic and cultural diversity. The Office is a point of contact for a wide range of groups and agencies that represent ethnic communities. During 2002, the Garda

Commissioner appointed Garda Ethnic Liaison Officers in District and Divisional Stations throughout the country.

Over 11,000 members of An Garda Síochána showed their support for International Day Against Racism by wearing the Know Racism Emblem on March 21st, 2003. The occasion was highlighted by a photocall with the chairperson, Joe McDonagh and Garda Commissioner Pat Byrne. At the time Commissioner Byrne stated: “The wearing of the emblem symbolises Garda policy which supports anti-racism and anti-discrimination in the workplace and society as a whole”.

Recommendations to the Minister

The Know Racism Steering Group is anxious to ensure that the momentum developed under Know Racism is not lost and that there will be a continuity of anti-racism awareness initiatives, as part of the proposed National Action Plan Against Racism. In this regard, the Steering Group wishes to make the following recommendations to the Minister for Justice, Equality and Law Reform.

1. A component of the National Action Plan should be devoted towards anti-racism awareness activities.
2. There should be a continuation in the financial support for local anti-racism awareness initiatives similar to the support provided under the Know Racism grant schemes.
3. It is very important that regional structures form part of the overall organisational structure of the National Action Plan. The Plan should not be too centralised in Dublin.
4. A temporary “bridging” committee should be set up by the Minister to take responsibility for ensuring the continuity of anti-racism activities in the interim period from the end of the Know Racism programme and the start of activities under the National Action Plan Against Racism.
5. In the short term, there is an urgent need for action in order to have activities in place to mark the International Day Against Racism on March 21st, 2004.
6. Follow through action is needed in assisting the Irish Terrestrial TV Broadcasting Forum with its proposal to broadcast a series of short TV programmes on the subject of “multiculturalism”. The Forum consists of representatives from all six terrestrial TV stations in Ireland, North and South. The proposal is currently in the planning stage.
7. With the assistance of the NCCRI, the National Action Plan should monitor

progress on the Charter Against Racism in Sport launched by Know Racism in October, 2003.

8. The profile of the Anti-Racist Workplace Week benefited from financial support from Know Racism. Efforts should be made to ensure that the Week will continue to maintain its effectiveness in the future in the absence of such funding.
9. The elimination of prejudice and discrimination against the Travelling Community should be one of the principal objectives of the National Action Plan.
10. The National Action Plan should endeavour to create opportunities to mix ethnic communities with the host community in a social/cultural environment as this will lead to more communication and understanding in society generally.
11. Whilst there are mixed views on the value of advertising, it should not be discounted as a medium for raising awareness of racism. The complex issue of relaying the messages of anti-racism through advertising should be reviewed in depth with a view to developing even more imaginative and innovative ideas in this area.
12. A national conference should be held annually to review and debate all actions under the National Plan.
13. In due course, the emphasis should be on moving from awareness of racism to the goal of creating a society which is free from racism and a culture which rejects racism.
14. It would be desirable to have the National Action Plan mainstreamed in the Social Inclusion programme.

Appendix I

Members of the High Level Steering Group

Chairperson:

Mr Joe McDonagh Chairperson (former President of GAA)

Vice-Chairperson:

Dr Anastasia Crickley Vice-Chairperson (and Chairperson of NCCRI)

Representatives of ethnic minority communities:

Mr Mohammed Haji Association of Refugees and Asylum seekers (ARASI)

Mr Deepak Inamdar EU Migrants Forum

Dr Abdullahi El - Tom Chairperson, African Cultural Project

Mr Patrick Yu Northern Ireland Council for Ethnic Minorities

Representatives of the Four Social Partners:

Sr Ann Scully (CORI, YARD and IRC) (Community and Voluntary Pillar)

Ms Jackie Harrison (IBEC) (Employer Pillar)

Mr Oliver Donohoe (ICTU) (Worker Pillar)

Mr Aidan Ryan (to May, 2001) (IFA) (Farming Pillar)

Mr Kieran Leddy (from March, 2003) (IFA) (Farming Pillar)

Other Non-governmental Nominees:

Mr Fintan Farrell (to October, 2001) Irish Traveller Movement & Citizen Traveller

Mr Thomas Mc Cann (from October, 2001) Irish Traveller Movement & Citizen Traveller

Dr Ursula Barry Women's Educational Research and Resource Centre

Sr Stanislaus Kennedy Focus Ireland

Representatives of National Bodies:

Mr Niall Crowley (to July, 2002) Equality Authority

Mr Vincent Edwards (from July, 2002) Equality Authority

Mr Philip Watt (to March, 2003) NCCRI

Mr Kensika Monshengwo (from March, 2003) NCCRI

Mr Noel Waters (to December, 2002), Reception and Integration Agency

Mr John Haskins (from December, 2002), Reception and Integration Agency

Representative of the Gardai:

Insp Mary Gormley Garda Racial and Intercultural Office

Representatives of Government Departments:

Mr John Rowan (to July 2002), Department of Foreign Affairs

Mr John Biggar (from July, 2002), Department of Foreign Affairs

Mr Brian O'Raghallaigh (from March, 2003) Department of Social, Community and Family Affairs

Ms Mary Kennedy (from March, 2003) Department of Social, Community and Family Affairs

Ms Margaret Kelly Department of Education and Science

Mr Chris Fitzgerald Health Promotion Unit, Department of Health and Children

Ms Stephanie O'Donnell (to January, 2003) Department of Justice, Equality & Law Reform.

Mr Garrett Byrne (from January, 2003) Department of Justice, Equality & Law Reform.

Secretary:

Mr Liam Conlon Department of Justice, Equality & Law Reform.

Appendix II

KNOW RACISM Programme Details of Expenditure 2001 - 2004 (€000s)

	2,001	2,002	2,003	2,004 (to end Feb)	Totals
National Advertising Campaigns:	0	708	318	16	1,042
Advertising Agency Fees:	0	67	40	8	115
Anti-Racist Workplace Week:	198	153	22	0	373
Direct Mail Leaflet:	0	503	0	0	503
Research (incl. proposed Review):	23	34	48	0	105
Grant schemes (incl. Conference):	636	390	321	0	1,347
Partnership ventures / activities:	98	303	105	0	506
Emblems (production and launch):	255	22	20	0	297
National / Regional Launches:	75	48	0	0	123
Publication Relations Fees:	50	54	76	0	180
Info Materials / Reports / Website:	71	3	23	1	98
Administration:	15	26	23	11	75
TOTAL:	1,421	2,311	996	36	4,764

Appendix III

Charter Against Racism in Sport

Team Up Against Racism

We, the signatories of this Charter, will endeavour to ensure that the activities of our organisations are conducted in a way that is free from discrimination, harassment or prejudice on the grounds of 'race', colour, ethnic or national origins, religious belief and membership of the Traveller community. In signing this Charter we recognise that racism deprives people of their basic human rights, dignity, and respect.

The principles of this Charter are:

- to challenge racism in all its forms;
- to work towards removing racism from sport;
- to encourage our members, participants and spectators to reject racism;
- to welcome participants and spectators from all nationalities and ethnic backgrounds;
- to protect our members, participants and spectators from racial abuse and harassment;
- to promote this Charter amongst our members, participants and spectators.

Signature

Head of Organisation

Organisation

Appendix IV (i)

Know Racism Research (Part 1) - Main Results of Barometer Survey

(Nationwide MBIMS Omnibus Questionnaire (September, 2003 to January, 2004)
Base: 1200 adults, aged 15+)

Experience of Racism

48% thought that Irish society was in varying degrees racist, 20% thought that it was in varying degrees not racist.

78% stated that they had not personally witnessed any incidents of racism or racist behaviour, 18% stated they had.

80% of the forms of incidents witnessed (i.e., of the 18%) were verbal abuse, 15% were physical abuse, 13% were refusals of entry to pubs, restaurants, etc., 2% were “other” forms.

62% stated that they had no personal experiences of minority groups in Ireland, 36% stated they had.

47% (of the 36%) had this experience in a social / recreation context, 39% through work, 22% through education. 58% (of the 36%) found their interactions to be positive in varying degrees, 20% found them to be negative in varying degrees.

61% (of the 20%) stated that begging was the most negative experience, 23% said cultural differences, 22% said “other” (i.e., not specified), 18% said language barrier, 6% said noisy neighbours.

Mainly Positive Attitudes Towards Minority Ethnic Groups

66% agreed that anyone should be allowed live in Ireland if they worked and paid their taxes, 19% disagreed.

56% agreed that they would not be bothered by having people from an ethnic group as next-door neighbours, 22% disagreed.

26% believed that there was no discrimination against ethnic groups in employment, 47% disagreed.

41% agreed that ethnic groups living in this country made Ireland a more interesting place to live, 35% disagreed.

40% agreed that ethnic groups made a positive cultural contribution to Irish Society, 37% disagreed.

67% stated that they would socialise with someone from a minority group just as easily as someone who was Irish, 17% disagreed.

44% agreed that minority groups had brought the richness of different cultures to our society, 26% disagreed.

55% agreed that Irish people were very accepting of the different cultural behaviour of minority groups, 26% disagreed.

46% stated that they enjoyed the new cultural experiences (food, music, etc.) that minority groups had brought to Ireland, 26% stated they did not.

59% stated that the presence of so many minority groups did not make them feel insecure, 21% disagreed.

Mainly Negative Attitudes Towards Minority Ethnic Groups

47% agreed that one can only be Irish if one was born in Ireland of Irish parents, 33% disagreed.

51% agreed that ethnic groups were taking jobs from the Irish, 31% disagreed.

31% stated that they were keen to find out more about the culture of minority groups living here, 42% stated they were not.

51% stated that they were concerned about the freedom of movement of people as a consequence of EU enlargement, 26% stated they were not.

37% agreed that overall ethnic groups had benefited the Irish economy, 38% disagreed.

Opinions on Migrants

53% stated that they thought that migrants had come mainly from African countries, followed by Eastern Europe (30%) and China (25%).

27% considered that the main reason that migrants had come here was to seek asylum. 21% stated for work due to the good economic conditions here. Another 21% stated for work due to the poor economic conditions in their own country. 20% stated for economic gain due to the poor economic conditions in their own country, but not intending to work. 1% stated for study (or learn English), 5% stated “for other” reasons.

Attitudes Towards Asylum Seekers

38% agreed that most asylum seekers were genuine, i.e., that they were fleeing persecution, 30% disagreed.

54% agreed that most asylum seekers were abusing the asylum system and were really economic migrants, 22% disagreed.

54% agreed that the number of racist incidents against asylum seekers was increasing all the time, 18% disagreed.

68% agreed that there were too many asylum seekers in the country, 14% disagreed.

71% agreed that Ireland had its fair share of asylum seekers and should not take any more, 11% disagreed.

7% thought that asylum seekers were not getting enough help from the State, 77% disagreed (40% disagreed strongly).

80% agreed that the presence of asylum seekers was putting pressure on essential services, such as, housing and health, 8% disagreed.

Attitudes Towards the Travelling Community

76% agreed that the Travelling community should have the same rights as the settled community, 13% disagreed.

62% agreed that the Travelling community had the same rights as the settled community, 21% disagreed.

44% agreed that the nomadic way of life and culture of the Travelling community should be preserved, 23% disagreed.

47% agreed that the Travelling community should be allowed reside anywhere, provided it was not illegal, 38% disagreed.

28% believed that the majority of the Travelling community would like to be settled, 47% disagreed.

15% agreed that there was no discrimination against the Travelling community, 68% disagreed.

65% agreed that the settled community had very little contact with the Travelling community, 20% disagreed.

25% agreed that the Travelling community were making a positive contribution to Irish society, 48% disagreed.

72% believed that the settled community was not willing to accept Travellers living among them, 12% disagreed.

Awareness of the Know Racism Programme

23% stated that they were aware of the Know Racism programme, 70% stated that they had not seen nor heard of the programme.

65% (of the 23%) stated that they came across the programme on TV, 32% on radio, 23% on posters, 7% in schools, 5% through Government literature, 4% through word of mouth, 3% on the website/internet, and, 2% through local events.

81% stated they had never seen the Know Racism emblem (designed by John Rocha), 19% had.

53% agreed that there was a need for a National Anti-Racism Awareness Programme, 21% disagreed.

Appendix IV (ii)

Know Racism Research (Part 2) - Main Results of Qualitative Phase

(In-depth Interviews with Focus Groups in September, 2003)

- Immigration arose spontaneously as something which was quite high on the list of local issues for many of the interviewees, with a sense that Irish society is now made up of a constantly increasing proportion of foreigners.
- Positive aspects to this included the broadening of our horizons, revealing to us a range of new cultures and perspectives, expanding the variety of foods, customs and opinions to which we were exposed. There was a sense, however, that these benefits were only really gained if there was going to be a good deal of interaction between immigrants and locals, and eventual integration, of which there was little sign as yet.
- A good deal of support was expressed for genuine refugees who were escaping danger and hardship in their own countries. Also to some extent for economic immigrants – those who came to work and those who had been willing to take jobs which were not taken up by the Irish.
- However there was a perception that quite a lot were neither, but had come to Ireland because it was seen as a “soft touch”, and were seen to be exploiting the Irish taxpayer.
- The fact that asylum-seekers were not allowed to work was a contentious issue – all felt that they should be, both for their own self respect and to avoid being seen as passive spongers. It was recognised that we had our own share of domestic passive spongers but this was no justification for importing more.
- The most resentment was therefore expressed at those described as “so-called” refugees, identified by the fact that they did not work. Rumours abounded as to what taxpayer-funded benefits these were getting: free housing, cars, car insurance, prams, buggies, hairdos etc.
- Most likely to be associated with these issues, simply because they were the most distinctive of those who appeared not to be working, were Africans, and among Africans the tendency was to focus on Nigerians, even though often apologetically and with some awkwardness and embarrassment.
- The other nationality most likely to be criticised was the Romanians, purely because they were associated with begging.

- There was often a failure to distinguish between nationalities even of remotely similar geographical origin or appearance, and to classify all under the best-known headings. For example, central and eastern Europeans were lumped together as Romanians or Bosnians, all Africans tended to be called Nigerians and all Orientals called Chinese.
- Although there was a reluctance in groups to express stereotypical negative attitudes, many were clearly a lot more uneasy about co-existing with foreigners who are visibly and culturally very different, such as Africans, Asians or Muslims, than with people with whom we shared either a language or a similarity in culture, such as western Europeans or Americans.
- Some nationalities were particularly likely to attract racial stereotyping, whether positively or negatively. Nigerians were particularly likely to attract negative comment, due to a combination of strangeness, visibility, numbers and alleged reputation for dubious practices. The Chinese were more often described favourably, as discreet and self-effacing, polite, diligent and hard-working.
- Estimates of the proportion of non-Irish people now in the community ranged from 5-15%. There was wide variation in the proportion of these thought to be non-working asylum-seekers, from a strong majority to a small minority.
- There was a view that the public felt generally under-informed firstly about the facts of how many immigrants existed in the country and how many were being supported by the taxpayer, and secondly what was the extent of the benefits these were getting.
- It became evident that in the absence of any information to contradict this perception of immigrants being unfairly favoured over the Irish, a small measure of negative rumour had the potential to undo a great deal of positive effort.
- Although there was a generally positive attitude to the arrival of people of other nationalities, some felt that there had been an overdose of political correctness applied to certain expressions of opinion, e.g., there was resentment that the distinction is not often clearly enough made between being opposed to uncontrolled immigration, and being racist.
- Attitudes to Travellers were more negative than to immigrants, with Travellers being regarded as making even less effort to integrate or to support themselves through legitimate occupation.
- There was resentment and criticism of Travellers for their poor discipline, their fighting in public, occupying public and even private property without any control and leaving devastation behind them.
- However, it was also the case that Travellers in many areas were seen to have become accepted as a fact of life, and were in this sense less intrusive and so, often less resented than the newcomer.

- There was felt to be a definite need to educate the public about the countries of origin and ways of life of immigrants, and the reasons for their arrival here.
- Immigrants themselves were in complete agreement with this. They all felt that the Irish showed insufficient appreciation of their culture and their difference.
- Only the Africans reported any real sense of being the object of racist attitudes, and even they felt that these were confined to a small minority. However, all nationalities recalled occasional difficulties in getting employment or accommodation, or with officialdom, according to them due entirely to their non-Irishness.
- A notable feature of the immigrant discussions was the extent to which they themselves were prone to express racial stereotypes. Croatians claimed that Russians had come over in criminal gangs, Russians said the same about Romanians and Chinese, and both of these groups commented on the sheer number of Africans and Orientals who were now in the community, purely on the basis of how visibly distinctive they were.
- All of the immigrants interviewed stated that Ireland was a pleasant and relatively tolerant place to live, but that increased public education of the issues surrounding immigration would be helpful.
- There was low awareness among both Irish and non-Irish of any organisation aiming to inform public attitudes on the question of race.
- On prompting, however, there was quite a good recognition of the “Know Racism” logo, and recall of the campaign’s advertising. On the other hand, it was felt that this advertising had been very low-key and short-lived.
- The consensus of all was that a lot more needed to be done to combat public ignorance, though agreement as to how to achieve this was less. A common suggestion was that informational TV programmes would have most impact. Less expensive alternatives, such as dissemination of informational leaflets, were also seen to have a role, although the sample leaflets reviewed in this research were thought rather lacking in hard facts.
- There appeared to be significant potential for an increase in resentment where it appeared that the “system” was open to exploitation by immigrants at the expense of the locals. A much more positive attitude emerged whenever it became apparent that structures and procedures were in place to ensure that domestic interests were protected. This emphasised the importance of publicising such developments.

Appendix IV (iii)

Know Racism Research (Part 3) - Main Results of the Opinion Leader View

Subsequent to its quantitative and qualitative research both among the Irish general public and among immigrant populations, on the subject of attitudes to racial diversity, Know Racism commissioned a small number of telephone interviews with senior individuals in a range of sectors in society, to provide a more informed perspective. Six interviews were carried out in the following sectors: Education (2), Health Board, Local Authority, Business, Economics.

In summary the following key points emerged:

- There is a significant problem of racial intolerance in this country, which affects both travellers and immigrants;
- The official response to this has so far been inadequate, lacking coherent planning and long-term strategy;
- Widespread public misconceptions persist about the facts of immigration;
- There is a general failure to appreciate the substantial positive contribution being made by immigrants, both economically and socially;
- While the Know Racism Programme is well known and has served a useful purpose, much more needs to be done by those in a position to influence the opinions of others;
- Reporting on racial issues can be biased, or can be picked up in a biased way, and tends to focus on immigrants, rather than ourselves as the root of the problem;
- The problem is at its most acute in relation to asylum-seekers, whose unsatisfactory status needs to be resolved much more quickly;
- If we fail to address those shortcomings we run a real risk of repeating the mistakes of others.

“We’re at the very beginning of something which England were at the beginning of probably after the war and certainly while no doubt they got some things right, they seem to have got large areas wrong and we should perhaps be trying to learn from that situation, that large ghettos of cultural and coloured and religious minorities eventually end up as trouble somewhere or other”.

Appendix V

Examples of Successful Grant Projects

Know Racism grants were used to support initiatives organised by community and voluntary groups, religious organisations; trade unions; sporting bodies; partnerships in disadvantaged areas; youth and education projects and projects organised by minority ethnic groups. The following are examples of the types of projects undertaken in each phase:

1(i) St Joseph's Travellers' Training Centre, Ennis - Traveller Cultural Exhibition (Ref: A74)

St Joseph's Travellers' Training Centre was awarded £690 (862 euro) in Phase 1 in 2001 to organise a Traveller cultural exhibition in Ennis. This consisted of a photographic display in the local library for one week, poetry / short story slots on the local radio over the same week and a one day exhibition of traditional artifacts of the Traveller community coinciding with a programme of drama and discussion around discrimination.

1(ii) Monaghan Chamber of Commerce - Manual of Best Practice (Ref: B45)

Monaghan Chamber of Commerce was awarded £3,900 (4,875 euro) under Phase 1 to develop a Manual of Best Practice for small and medium enterprises. The initiative formed part of a 12 month programme aimed at combating racism in the workplace. It covered issues such as bullying in the workplace. Monaghan Chamber of Commerce considered the project to be of particular importance given the significant numbers of non-EU Migrant workers employed in the Monaghan area under the work visa and work permit schemes.

1(iii) Youth Against Racism and Discrimination (YARD) - Anti-Racism Training (Ref B53):

Youth Against Racism and Discrimination was awarded £4,000 (5,000 euro) in Phase 1 of the grant schemes in 2001 to support the first year of a three-year youth programme providing anti-racism training for youth workers. The grant was also used to assist in the development of education materials for youth organisations. Another aspect of the initiative was to support actions aimed at encouraging young people from minority ethnic groups to get involved in youth organisations as both leaders and participants. YARD is a non government organisation established by the National Youth Council of Ireland and Development Education for Youth (DEFY).

2(i) African Refugee Network - Cultural “Dos and Don’ts” Booklet (Ref: A129)

The African Refugee Network was awarded 2,000 euro in Phase 2 in 2001 to produce a booklet which gave a brief explanation of the cultural “Dos and Don’ts” of some of the larger African communities, i.e., what one should do or not do when interacting with such communities. The booklet was designed to reduce misunderstandings which can sometimes lead to hostility and racism towards Africans.

2(ii) Swords Educate Together National School - Ethical Core Curriculum (Ref: A139)

Swords Educate Together National School was awarded 1,500 euro in Phase 2 to develop an ethos that would be inclusive and where difference would be celebrated. The initiative facilitated the coming together of children from different social, cultural and ethnic backgrounds. The project consisted of two strands: (i) the creation by teachers and pupils of school murals on an intercultural theme, and (ii) the development of a ethical core curriculum for the school. The process also included the formulation of a school charter against racism and discrimination for display in school rooms.

2(iii) Dublin Bus - Anti-Racism Training (Ref: B129)

Dublin Bus was awarded 5,000 euro in Phase 2 to carry out cultural awareness and anti-racism training for managerial and supervisory staff with a focus on managing cultural diversity in the workplace. Dublin Bus has a multicultural workforce of 3,500 employees from more than 40 different nationalities. The training initiative formed part of the ongoing cultural awareness programme which was already in place at Dublin Bus.

3(i) Graffiti Educational Theatre Company, Cork - Interactive Drama Workshops (Ref: A0353)

The Graffiti Educational Theatre Company, Cork was awarded 2,500 euro under Phase 3 in 2002 to carry out a series of interactive drama workshops to six classes of primary/post primary pupils in local schools in the north side of Cork city. According to Graffiti’s evaluation report, the workshops explored racism in an engaging and lively fashion and presented participants with the prejudices which arose when the customs and culture of a particular community were not understood. Graffiti also undertook a day-long training programme for facilitators who subsequently helped with the drama workshops.

3(ii) Longford Women's Centre - Intercultural Awareness Seminar (Ref: A0453)

The Longford Women's Centre was awarded 3,000 euro under Phase 3 to organise an Intercultural Awareness Seminar which included events and a concert of multicultural artists. Longford has a higher percentage of asylum seekers and refugees than other counties. The seminar highlighted the need for more debate on the issues covered in the workshops, i.e., health, accommodation, education, employment and discrimination.

3(iii) Sport Against Racism in Ireland, Dublin - Multicultural Kids Sportsfest (Ref: B0334)

SARI was awarded 5,000 euro under Phase 3 to organise a 2nd Annual Mayday Multicultural Kids Sportsfest. The one-day event was held in Pearse Park, Crumlin, Dublin and was attended by 3,000 people. The event was co-hosted by SARI and Crumlin United with the support of the African Refugee Network, ARASI, FAI, Samba Soccer, Dublin City Council, etc. The objective of the event was to bring together people from as many diverse cultural backgrounds as possible, have a fun-day and to give children a chance to take part in a wide range of sports activities. SARI reported that the event was highly successful and that it boosted community relations and that a third annual Mayday Sportsfest was being planned for 2004.

4(i) African Union, Wexford - African Day Of Football (Ref: A634)

African Union, Clonard Wexford was awarded 2,000 euro under Phase 4 in 2003 to organise a football match between an "all African" team and an "all Irish" team. The football match was followed by an evening of multicultural entertainment consisting of demonstrations of African food and dress, a dance competition, etc. The event which involved a total of 627 people achieved its aim of bringing together African and Irish people and increasing contact and communication between both groups.

4(ii) Muungano Le Cheile, Cork - All Nations Multicultural Event (Ref: A636)

Muungano Le Cheile, Cork was awarded 2,000 euro under Phase 4 in 2003 to host an All Nations Multicultural Night of Entertainment in the Cork Opera House. The venue was filled to capacity with 250 people from over thirty cultural and national backgrounds who joined in the celebration of cultural diversity and oneness through music, food and friendship. The night of entertainment consisted of African music, rhythm and blues and buffet style snack food. Materials produced for the occasion included, T-shirts, posters and flyers.

**4(iii) Dublin Chinatown Festival Committee - Chinese New Year Festival, Jan 2004
(Ref: C927)**

Dublin Chinatown Festival Committee was awarded 15,000 euro in Phase 4 towards the running costs of the Chinese New Year Festival in January, 2004. One of the main aims of the four-day event in Dublin's inner city is to promote the integration of the Chinese community and other communities in the city and to promote and educate on Chinese culture leading to increased understanding and a consequent reduction in racism.



KNOW RACISM

**The National Anti-Racism
Awareness Programme**

**Review and Evaluation of the National
Anti-Racism Awareness Programme
2001 - 2003**

Siobhan Lynam
August 2004

Executive Summary

Background

In 2001, the Government launched a three-year National Anti-Racism Awareness Programme entitled “Know Racism” with the aim of stimulating an awareness of racism and a respect for cultural diversity. This followed the approval of proposals from the Minister for Justice, Equality and Law Reform for a comprehensive public awareness programme to address racism and promote an inclusive and intercultural society.

The overall framework for the awareness Programme was drawn up by the NCCRI following a three-month consultation process with key statutory and non-statutory organisations. The Programme was to be based on a partnership approach with the aim of having a long-term sustainable impact.

Aim of the National Anti-Racism Awareness Programme

The overall aim of the Programme was to contribute to creating the conditions for building a more inclusive and intercultural society in Ireland where racism is effectively addressed and cultural diversity is valued.

Objectives of the Programme

The primary objectives of the awareness Programme were:

- To act as a catalyst to stimulate public awareness of racism and to contribute to a commitment to addressing racism in Ireland.
- To affirm cultural diversity as a value in our society and to encourage practical ways of taking it into account.
- To help create the conditions that make it more difficult for racism to exist; and
- To contribute to the range of policies that promote an inclusive approach to minority ethnic groups, including refugees and asylum seekers.

Resources and implementation arrangements

The Programme was allocated a budget of € 5.7 million (£4.5 million) over the three year period. A special Steering Group was established to implement the Programme, in partnership with the Equality Division of the Department of Justice, Equality and Law Reform. The group, chaired by an independent chairperson, was broad based

and included representatives of ethnic minority communities, the four social partners: IBEC, ICTU, the Community and Voluntary sector and the Farming Sector, representatives of national bodies such as the Equality Authority, the NCCRI, relevant government Departments and the Garda Síochána.

Context of the Review and Evaluation

The review and evaluation is being undertaken in the context of the completion of three years of the operation of the National Anti-Racism Awareness Programme.

The end of the Awareness Programme however, coincides with the presentation of the draft National Action Plan against Racism, which is currently being considered by government Departments, before its publication and implementation. It is also being undertaken as the EU Commission's "For Diversity – Against Discrimination" public awareness campaign is being developed to generate awareness of the two EU Directives, the Race Directive and the Directive on Discrimination in Employment.

Aim and Objectives of the Review and Evaluation

The objectives of the review and evaluation as outlined in the RTF are:

- To review and evaluate the National Anti-racism Awareness Programme (Know Racism 2001-2003) and its:
 - Strategy, including areas relating to procedures, accountability, progress monitoring, approach, focus and framework for the Programme.
 - Structures, in terms of management, operation, resources allocated and effectiveness.
 - Implementation, in terms of coverage, targeting, effectiveness and value for money.
 - Activities, including the main areas of expenditure of the Programme.
- To evaluate the inputs, both monetary and human resources.
- To analyse and assess the impact of the projects and initiatives undertaken.
- To draw lessons from the implementation and impact of the Programme with a view to making recommendations for guiding future awareness programmes or awareness activities.
- To provide and present recommendations on future awareness programmes or activities.

Methodology

As the review and evaluation is concerned both quantitative and qualitative methods of analysis are used, the methodology involved:

Collection and review of

- background information and evaluations, studies and research reports commissioned by the Programme to date,
- reports of reviews and evaluations of the specific measures and activities that have been undertaken and implemented in the three years of the Programme,
- reports and feedback from grant recipients,
- factual data available including that listed in the Request for Tender,
- the Know Racism survey results, policy papers and other relevant literature, which provide indications of trends and themes of relevance to the study.
- preparation of case studies of projects assisted under the Programme – to give further insights into the developmental aspects, impacts, innovation and learning under the Programme.
- consultations with individuals from a diversity of stakeholder organisations and agencies including members of the High Level Steering Group, beneficiary organisations/bodies, staff in the Equal Status Division, sectoral organisations and grant recipients. The consultations focussed on exploring the effectiveness of the strategy and structures in addressing the strategic objectives of the Programme, the impact and outcomes of the Programme over the three year period and the lessons that can be drawn for future awareness programmes.
- presentation of key findings and preliminary conclusions.

Overall Conclusions, Lessons, Recommendations

The National Anti-Racism Awareness Programme achieved a huge amount and is considered to have been successful in achieving the objectives of the Programme. It was particularly successful given the size of the budget and the available resources.

- The Programme was a very positive and constructive multifaceted initiative, which acted as a catalyst to stimulate public awareness and contribute to a commitment to addressing racism in Ireland.
- It gave leadership and created a more public focus on the issue of racism and the promotion of a more inclusive intercultural society. It suggested political leadership and a commitment to address racism and to value diversity in Irish society.
- The Programme was highly participative. It facilitated and helped mobilise vast local participation in the programme through the Grants Scheme. It confirmed, and provided a clear manifestation that motivation is very high to address racism, to acknowledge and value cultural diversity and to promote interculturalism at local level. The objectives of the Grants Scheme and the Programme were embraced wholeheartedly by groups and organisations, not otherwise engaged in local development or equality initiatives applied to KNOW Racism and indicated more than a willingness to root the objectives of the Programme in their local communities. Local and community based projects provided a strong foundation for the Programme to communicate its key messages over time.
- It has contributed to the creation of new opportunities for the social inclusion of members of minority ethnic groups of Irish nationality and foreign nationality, of asylum seekers, refugees, and migrant workers and has widely contributed to the awareness of the benefits to society of the new cultural diversity in Ireland.
- It reinforced work being undertaken in the workplace and partnered with the Equality Authority IBEC, Trade Unions and Construction Industry Federation and later with the Small Firms in the Anti-Racist Workplace Week Initiative. This partnership gave rise to new leadership on anti-racism at national level, to a national focus on anti-racism and the active accommodation of diversity and promotion of an intercultural society.
- The Programme played a very important role in reinforcing work that had already been initiated e.g. the Anti-Racism Protocol for Political Parties, whilst it had been initiated by the NCCRI the Awareness Programme, enhanced it, built on it and supported it rather than initiating something new.
- The research commissioned by the Programme, the baseline attitudinal research and the qualitative research has contributed a valuable body of knowledge to anti-racism work. KNOW RACISM, and in particular the initiatives undertaken with support from the Grants Scheme, has contributed to the generation of a vast body of knowledge and experience and very good and clear examples of good practice in anti-racism work. It has contributed to the generation and production of an

enormous amount of resources and materials in support of anti-racism work.

- KNOW RACISM created two poles in March and November around which people could say no to racism.
- The Programme has created an infrastructure that has the potential to support the effective implementation of the National Action Plan Against Racism, an infrastructure that has the potential to take the work to the stage in saying NO to racism and promoting a more intercultural society in Ireland.

When the Steering Group was formally established, there was an initial learning phase as the programme was a new venture into uncharted waters. The complexity of the topic, understandably resulted in a delay in starting up the programme. The pressure to establish the programme and to tailor activities to the Irish context impacted on the strategic direction, ongoing development and operation of the Programme. While the Steering Group generally adopted the strands outlined in the NCCRI Framework Document for the Programme, specific objectives, target actions and target audiences were not as clearly defined and prioritised as they could have been. This impacted, to some extent, on the confidence and capacity of the Programme to be proactive in its approach to collaborative working, to target particular audiences and sectors and to determine, prioritise and develop particular initiatives. The anxiety experienced by Steering Group members to move quickly resulted in attempts to substitute for delays by adopting a broad approach to initiatives rather than a more specific targeted approach which could have developed more strategic alliances and helped mainstream the potential of the Programme even more.

The **branding of the Programme gave KNOW RACISM its coherent identity.** However it also introduced a contradiction and created an unresolved tension in relation to expectations of the Programme. The branding and creation of its identity suggested that the Programme was not just a communications strategy, but an anti-racism awareness Programme that was actively promoting and saying ‘know’ racism, as well as being a Programme that was actively promoting and saying NO to racism. This created the expectation that the Programme itself would be active in saying NO to racism in all its forms and, furthermore, that it would consider and comment on policies or practices that could have a negative impact on the realisation of the Programme’s aim: -

“[To contribute to] creating the conditions for building a more inclusive and intercultural society in Ireland where racism is effectively addressed and cultural diversity is valued”.

The National Anti-Racism Awareness Programme drew on a very ambitious and strategic framework that was prepared by the NCCRI at the request of the Minister for Justice, Equality and Law Reform. Three years is a very short time within which to instigate, develop, implement, consolidate and evaluate a national Programme. Within the context of the National Action Against Racism a strategic approach should be adopted to continue, expand and sharpen the focus of the enormous

amount of work and effort undertaken by and with the support of the KNOW RACISM Programme over the three years.

Lessons for future anti-racism programme, strategies and initiatives.

There are a number of key lessons that can be drawn from the implementation and impact of the three-year National Anti-Racism and Awareness Programme.

Programmes and initiatives that are aimed at creating the conditions where racism can be effectively tackled and interculturalism promoted are **most effective and efficient** when:

- they are designed and implemented as multifaceted integrated initiatives.
- there is a clear framework and action plan,
- when the principles that will underpin and guide the work at all levels are clearly defined, principles that will include participation, partnership and the promotion of equality
- target groups/sectors, are named as being crucial to the overall success of the programme/initiative
- objectives for actions have been clearly defined and outlined
- indicators of progress and success have been defined for the broad areas of activity as well as specific interventions and that that will be used in the ongoing review and evaluation of the initiative / intervention
- initiatives are clearly focused and directed on institutional change to ensure a long term and sustainable impact

Awareness raising should not be considered merely as a communications strategy but a **developmental strategy aimed** at actively encouraging and facilitating state and semi-state institutions at all levels, organisations and collectives in the wider civil society, as well as individuals, to take responsibility for making the necessary changes to combat racism and to build a more inclusive and truly intercultural society.

The resourcing of anti racism work is a critical issue

- Supports, including financial supports need to be made available to support locally and regionally based initiatives by all sectors of civil society, but particularly by the voluntary and community sector.
- Developmental supports, including suitably qualified staff, are required to support project design, implementation, strategic planning, networking, analysis of issues, and extraction of lessons for practice and policy development.

- Securing additional funding and resources from the institutions will be required to follow up on the volume of activity generated by the grants Scheme

Strategic Initiatives and the Branding of Organisations and Institutions

There are enormous possibilities to develop strategic initiatives, which will have sustainable and long-term impact and which will contribute to institutional change. Many new possibilities have been generated through the Grants Scheme and the Anti-Racist Workplace Week to embed anti-racism work and intercultural work. Furthermore, the ‘know how’ and models of good practice that have been developed have helped embed anti-racism and intercultural work in government departments state and semi-state institutions, the business sector, the trade unions, community organisations and the many other organisations and bodies in civil society.

An active commitment, resources and support are required for building the organisations of minority ethnic groups. This is fundamental to advancing an intercultural society. Community work processes and approaches will be required to engage the most marginalised groups and minorities so that they can engage in identifying and defining their needs, in setting their agenda and engage in decision-making that impacts on all aspects of their lives.

While being mindful of the danger of creating a hierarchy amongst minority ethnic groups, **Travellers** should be acknowledged as a particular minority group that experience racism and that need particular attention.

A focus on the particular forms of **racism experienced by women from minority ethnic groups** should be maintained and strengthened in future initiatives.

The development of the infrastructure to support anti-racism work is a priority.

While there is an ever-increasing demand for trainers and for training of trainers in institutions, workplaces, community organisations, there is a dearth of good trainers available to undertake this work. Without this infrastructure, anti-racism and work to promote and accommodate cultural diversity will not progress.

Awareness raising for what?

A key lesson from the first stage of the anti-racism awareness campaign is that there needs to be a **sharper definition and focus on the type of awareness that needs to be raised** in order to ensure long-term sustainable impacts and to promote institutional change throughout Irish society i.e. to create public and private institutions that are committed to interculturalism, diversity and anti-racism.

Use of the Logo

The **K NO W Racism** logo gives two powerful messages. However, the review of the literature and communications of the Programme and surrounding the Programme suggests that the slogan **Know Racism** should only be used in written communications if somehow equal weight can be given to the two messages it contains

NO racism and KNOW. This will require bolding two of the letters, using a different font or putting them in Italics. The important progression is to move people from knowing racism to doing something about it.

Large scale advertising campaigns

While the ad and billboard advertising campaign was a substantial element in the National Anti-Racism Awareness Programme, there was a substantial number of public advertising and poster campaigns undertaken in particular workplaces, educational institutions, in communities and schools at local level, to promote interculturalism and to raise awareness of racism and anti-racism strategies. This public manifestation has been considered to be very effective in terms of both messages and cost.

Proofing Public Policy

To ensure that there are consistent messages coming from public policy, all policy should be equality and inclusion proofed to ensure that the intended outcomes of any proposed policy, resource allocation, or Programme promotes inclusion, acknowledges, affirms and accommodates cultural diversity and strengthens the conditions that make it difficult for racism to exist.

Recommendations

It is recommended that;

1. **Any future anti-racism awareness programme, strategy, initiatives or activities should complement, be integral to, and be undertaken in support of the successful implementation of the National Action Plan Against Racism.**

The anti-racism Programme, initiatives or activities, should not be stand alone strategies / initiatives to raise public awareness of racism, but instead, they should underpin the strategy of the National Action Plan Against Racism and be clearly focussed on addressing and combating racism and creating the conditions which make it difficult for racism to flourish. Members of ethnic minorities should be engaged at all levels in the programme / initiatives planning, implementation and evaluation.

2. **An Action Plan be prepared which will set out**

The framework, the vision, aims, objectives, strategy, the principles that will underpin the work, the expected outcomes of the broad strategy and the proposed initiatives, guidelines for developing the performance indicators, the plan's review dates, the monitoring and evaluation strategy.

A clear definition and analysis of racism and interculturalism should be outlined, which will drive the approach.

The focus of the strategy and action must be on institutional change.

3. **Resources should be made available**

- **to engage suitably qualified developmental staff** to support the development, implementation and ongoing evaluation and review of the work, and mainstreaming process to ensure institutional change
- **to provide a grants scheme** for locally and regionally based anti-racism initiatives
- **to grow the anti-racism infrastructure,**
- to build up the body of skilled, qualified (FETAC accredited), quality trainers,
- to support effective networking and the participation by community groups and NGO's at local and regional level in the ongoing monitoring and review and in shaping and refining the anti-racism awareness strategies,
- to grow and strengthen the organisation of minority ethnic communities in order to ensure their effective participation in Irish society and to combat racism and to effectively build an inclusive ad intercultural society.

4. That target groups should specifically include:

- State departments, agencies, central and local government,
- Organisations of Civil Society, particularly the social partners: the Community and Voluntary sector, Business and Employers, the Trade Unions and the Farming Organisations.
- Political Parties
- The media
- Cultural and sporting organisations
- The Churches

Targeted locations should include:

- The Community
- Educational establishments at all levels
- The Workplace
- Leisure, entertainment.

5. There are two poles around which anti-racism activity can be given a clear focus.

These are in March (European Week against Racism, and March 21 International Day Against racism) and November (Anti-Racist Workplace Week)

6. There be a sharper definition and focus on the type of awareness that needs to be raised in order to ensure long-term sustainable impacts.

Lessons from the evaluation suggest that that there **needs to be a clear focus on:**

- Developing and enhancing Awareness of the issues facing minority ethnic groups and the impact of racism on those communities stemming from
- Policies
- Institutions

- Ignoring, or failing to acknowledge, respect, affirm or accommodate the cultural diversity in Irish society
- Racism at the personal level
- **Developing and enhancing Awareness of the responsibilities of all organisations to address racism, and of;**
 - The need to, and their responsibility to develop their capacity to combat racism, to accommodate diversity and to promote interculturalism
 - How they will bring about change, the kinds of strategies that can be put in place to address racism, accommodate diversity and promote interculturalism
 - The resources that need be allocated
 - The outcomes to be expected
 - The indicators that will be used to measure progress
- **Developing and enhancing Awareness of strategies being pursued in Ireland and internationally to combat racism and to enhance knowledge of, and familiarity with strategies that can effectively address racism at an institutional level.**

This implies;

- Capacity building,
- The development of a data base of materials (including policy documents), resources and technical supports available to support the work, and
- The provision of developmental supports and resources from government within the context of the National Action Plan Against Racism to support and facilitate the state and civil society institutions and organisations to address racism internally.
- There is an awareness that needs to develop within the wider community sector in relation to its role and responsibility in combating racism, actively promoting and accommodating diversity and building an intercultural society.
- **Awareness of the need to build strong infrastructure**, including local and regional organisations and national networks that ensures the inclusion of minority ethnic groups and communities in civil society.

7. Resources to build the capacity of minority ethnic groups and to develop and enhance:

- Their awareness of the institutions in Irish society, of the key decision-making structures, the policies and procedures
- Their awareness and understanding of the ways they can impact on decision-making, policy development
- Their awareness of the community sector in Ireland to facilitate effective linkages