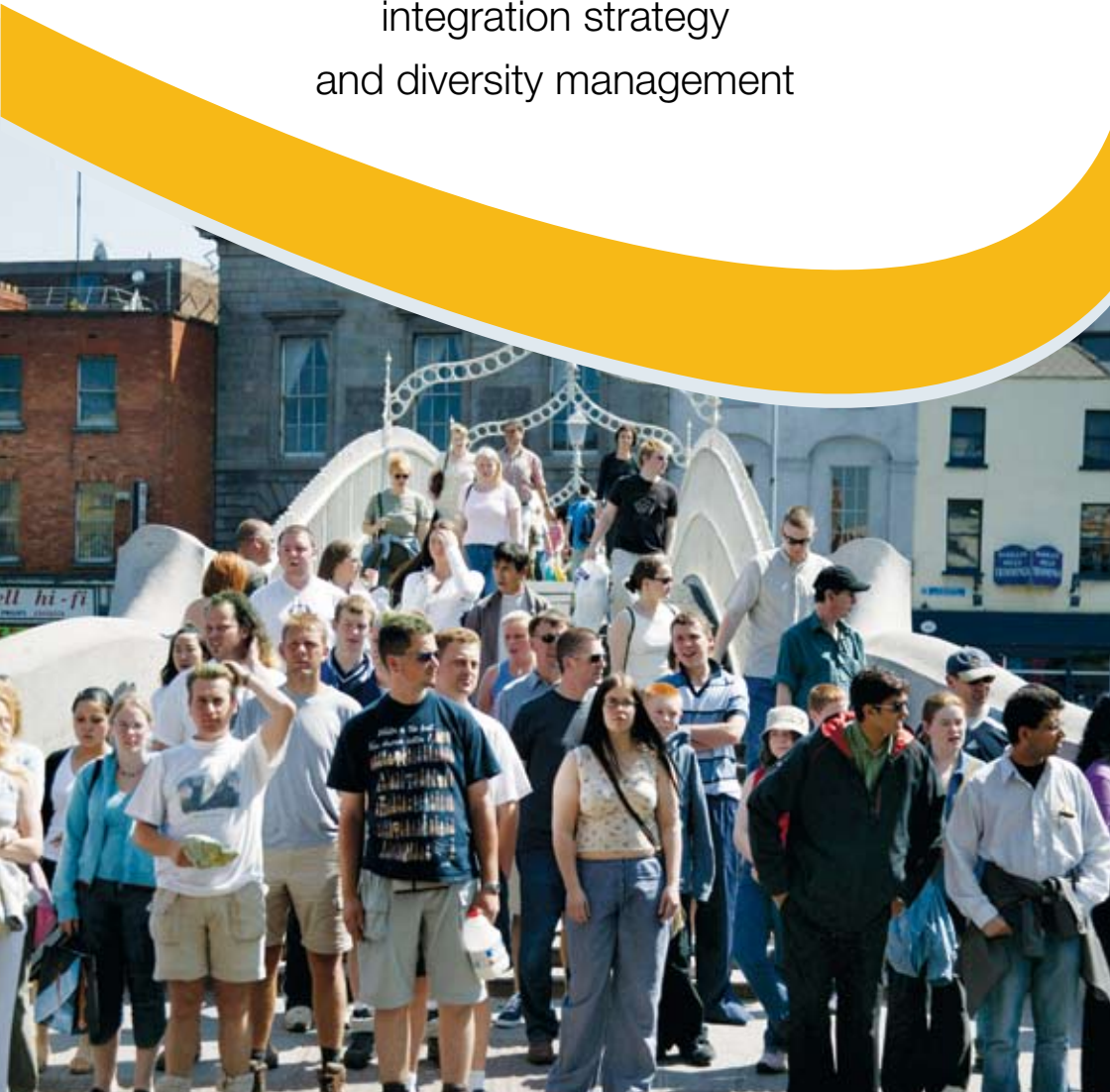


migration nation



statement
on
integration strategy
and diversity management





Migration Nation

**Statement
on
Integration Strategy
and
Diversity Management**

Office of the Minister for Integration

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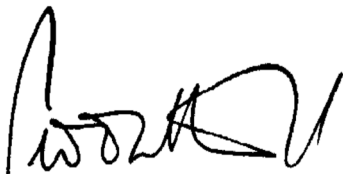
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Foreword

The changes in migration flows relating to Ireland over a relatively short period are truly remarkable. The pattern of centuries that saw the Irish spread all over the world has suddenly dramatically changed. Our economic success has led the situation where, as the Minister for Integration states in this Report, perhaps 12% of our population are immigrants. This in turn creates a challenge for society that perceives itself to be particularly homogenous.

The decision by the Irish Government to appoint a Minister for Integration is to be commended as is the publication of this important Statement of Strategy. The commitment that it contains to work with civil society and others to develop a real strategy and a holistic response across different Departments of State is itself important. The indications from Eurobarometer opinion polls on the positive attitudes that still prevail in Ireland to migration is a base off which we can build a real integration strategy.

Migration generally is an area which requires co-operation and discussion not merely internally but also externally at a multilateral level. In the first place it demands action at EU level. Policies here are developing. It also will increasingly involve discussions at a global level and the Global Forum on Migration and Development is one place where this is happening and where Ireland has been of help and for which I am grateful.



PETER SUTHERLAND

Special Representative of the Secretary General of the United Nations for Migration and Development



Conor Lenihan TD
Minister for Integration

Integration Statement

Irish life as we know it from our history and experience as a people has been very much defined by migration.

The presence of so many Irish in such far-flung places from home as New Zealand, Australia, Argentina, South Africa, Canada and the United States are ample testimony to the Irish emigrant story and its resonance around the world. In the context of our nearest neighbour there has been constant movement of people in both directions for centuries.

In purely historical terms it is not an exaggeration to state that the Irish identity is as much a product of those who left our shores as those who stayed at home.

The common experience of my own generation, writing as someone who was an emigrant in the late 1980s, was that there were not enough jobs in the Ireland that chose to educate us.

As our President Mary McAleese has said:

“We have a recent memory of the loneliness, the sense of failure evoked by our inability to provide for our own people and the courage it took to start a new life far from home.”

This Ministerial Statement of policy is predicated on the idea that Ireland has a unique moral, intellectual and practical capability to adapt to the experience of inward migration.

There are now in excess of 420,000 non-Irish born people living in our country and my sense is that the percentage of non-Irish could be as high as 12% of the population.

The key challenge facing both Government and Irish society is the imperative to integrate people of much different culture, ethnicity, language and religion so that they become the new Irish citizens of the 21st century.

The important point for all Irish citizens to understand is that immigration is happening in Ireland because of enormous recent societal and economic improvement, beginning in the 1990s, but built upon an opening to the world created by the late Seán Lemass as Taoiseach in the 1960s.

Ireland is now ranked amongst the richest countries in the world on a per capita income basis.

In order to consolidate our position of affluence, continued inward migration must be accompanied by a renewed investment in social stability with its demonstrable link to productivity gains.

The societal gains from properly managed immigration are obvious and the demographic profile of the migrants we have attracted to Ireland to date illustrates this rather vividly.

The labour force participation ratio for immigrant adults is in excess of 90% compared to 65% plus for the indigenous population.

Barriers in the areas of language skill acquisition and recognition of degree and non-degree level qualifications keep many migrants in jobs they are over-qualified to do.

Ireland's pattern of inward migration is distinctly different to what has occurred elsewhere in Europe and the world in that the great bulk of our migrants come from within the European Union as opposed to other continents.

So what does your Government, public bodies and our society need to do to achieve migrant integration?

This Ministerial Statement of Policy envisages the following key actions:

- A clear commitment to Immigration Laws that control and facilitate access to Ireland for skilled migrants with a contribution to make.
- A formal pathway to Permanent Residency and Citizenship for those who qualify.
- A streamlined asylum process which progressively reduces inordinate administrative and legal delays.
- Specific funding from Government and Philanthropic sector to support diversity management in Local Authorities, political parties, sporting bodies and faith-based groups who deal with migrant needs on a daily basis.
- Citizenship and long-term residency to be contingent on proficiency of skills in the spoken language of the country.
- More targeted support for teachers and parents dealing with diversity in the classroom or school setting.
- Enhanced institutional and legislative measures to be in place to combat exploitation or discrimination against migrants in the context of the Government's implementation of "Towards 2016".
- New structures to assist and reflect the changed dynamic of migration into Ireland, i.e. a standing Commission on Integration, a Ministerial Council on Integration and a Task Force to establish future policy needs.

In essence therefore the key "Principles" which will inform and underpin State policy with regard to Integration are as follows:

- A partnership approach between the Government and non-governmental organisations, as well as civil society bodies, to deepen and enhance the opportunities for Integration.
- A strong link between integration policy and wider state social inclusion measures, strategies and initiatives.

- A clear public policy focus that avoids the creation of parallel societies, communities and urban ghettos, i.e. a mainstream approach to service delivery to migrants.
- A commitment to effective local delivery mechanisms that align services to migrants with those for indigenous communities.

All of the available research evidence by way of public opinion polls show that the Irish people are adapting well to what has been, by international comparison, a very rapid transformation of the country to diversity.

Professional surveys of attitudes, conducted at both European and domestic level, indicate that Irish people have a high level of day to day contact with our newcomer population and a lower incidence of racially-motivated attacks on migrant individuals.

Our identity and reputation as a friendly and welcoming people demands that we continue to manage immigration issues with sensitivity.

Integration policy in Ireland will be a two-way street involving rights and duties for those migrants who reside, work and in particular those who aspire to be Irish citizens.

The forthcoming national talks between the social partners offer a further opportunity for reviewing policies on integration and in that regard my Office will be putting forward proposals for integration, especially regarding protection of migrant workers from exploitation.

A handwritten signature in black ink, appearing to read 'Conor Lenihan', with a long, sweeping underline stroke.

CONOR LENIHAN

1st May 2008.

Integration of Migrant Communities

A new framework will be finalised to address the broader issue of integration policy. The Government will develop a comprehensive strategy for all legally-resident immigrants following consultation with relevant stakeholders including the social partners which will build on and be linked with progress already achieved in the areas of social inclusion and anti-racism. Appropriate co-ordinating mechanisms to implement such a strategy will be developed and the scope for a role for civil society organisations will also be explored.

A range of strategies will also be pursued as part of the National Action Plan Against Racism. Furthermore, racism in the workplace will be proactively addressed in the context of the Anti-Racist Workplace Week in keeping with best international practice in this area.

There is also a distinct and separate response in this Agreement to tackle exploitation of migrant and other vulnerable workers.

Integration Strategy

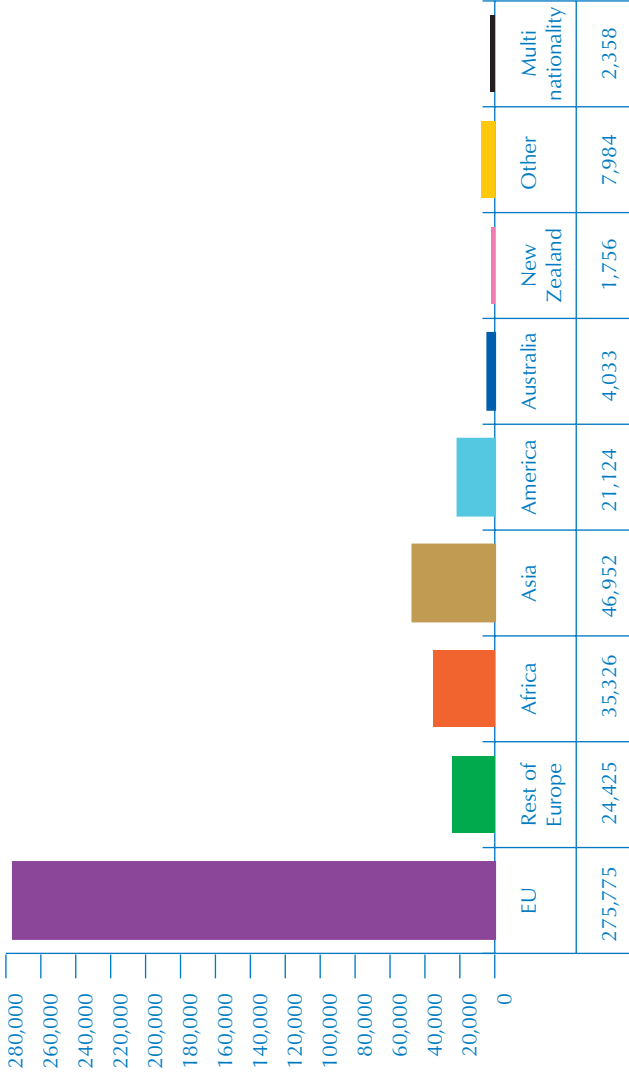
Unlike the more structured public policy areas, integration is process-driven and as international experience would indicate, integration policy changes over time – sometimes quite dramatically in response to accelerating changes in society, the labour market and due to Ireland’s membership of the European Union. It is also an area on which ongoing consultation is needed. Indeed, commitments have already been given in this regard in the context of both the recent partnership discussions and the National Development Plan. **Towards 2016** specifically indicated that a role for civil society in developing integration policy should be explored.

Structures which reflect ongoing updating of the policy will also be essential if integration challenges are to be met. However, as part of such ongoing consultation and in order to improve its effectiveness, it is considered that the time has come to publish a statement of national policy in this area and to set out the framework within which it can be articulated and developed.

Reflection on policy options will be needed both by the private and the public sector but, within the latter, a ‘whole-of-government’ approach is particularly important. This has been emphasised by the National and Economic Social Council (NESC) migration report which concluded that the integration of migrants is one of the main factors determining the overall success or failure of migration. As well as strongly supporting a mainstream policy, the Council’s analysis drew attention to the need for a ‘whole-of-government’ approach to migration policy, supported by appropriate institutional arrangements.

To the extent that it is argued that anti-racism is a necessary, but not sufficient, condition for integration, it can also be argued that

Non-Irish Nationals by nationality (figures as per Census 2006)



integration is a necessary, but not sufficient, condition for social cohesion. At the same time, it must be acknowledged that integration policy will be directed at many people who would not fit within traditional definitions of social exclusion and disadvantage. Nonetheless, the synergies between all three can best be exploited by making integration part of the Government's overall social cohesion effort, drawing where appropriate on the structures and systems which already exist at national and local level. This location of integration policy firmly within the framework of Government's social planning has the benefit of preventing the debate around integration becoming a "migrants only" discussion.

The people who deliver the services are the same – Departments and Agencies, local organisations, NGOs, etc. The funding usually comes from the same streams or at least can be sensibly tailored to come from the same streams. By combining the client base and including the new communities in overall social inclusion programmes, there is a natural bias toward integration from the very beginning. It is important in this context that equality, mainstreaming and 'whole-of-government' approaches continue to be reflected in the proposed new integration dimension. The mainstreaming aspect will be particularly important from the new communities perspective.

The important thing is that from a strategic point of view, there is a clear commitment to including integration in the overall social inclusion framework of planning and resource provision. Some of the implications of this principle would mean that social inclusion programmes must specify integration objectives, programmes, funding and monitoring arrangements.

As discussed in this statement and as advised by the NESC study, a mainstreaming approach should be adopted to the provision of services for the new communities. Effective and equitable provision of core services have already been identified as key levers in achieving integration objectives. Communities have a much better

chance of integrating when they enjoy reasonable health and education services and have jobs and houses.

While targeted services will be needed in short-term situations, it should be noted that these targeting dimensions are entirely without prejudice to the absolute need for an overarching mainstreaming approach for integration services. Failure to adopt such an approach will, it is considered, result in segregated services and, in turn, segregated communities.

The implications for Government Departments will include:

- Proactive mainstreaming of services for the new communities.
- Where targeted services are carried out by non-public bodies, such services to be reviewed for possible future mainstreaming.
- The need to specifically identify where exceptional long-term targeting outside mainstreaming is appropriate.

Of course, this approach will still require a sensitivity in delivering services to reflect cultural differences which can arise, for example, in health and education.

It has already been emphasised that civic participation is key to successful integration and this includes participation in the policy development process by the new communities. While there is a commitment to consultation, there is a need to reflect on how such consultation can best be achieved. Large generalised immigrant forums on their own may not be the solution as they have particular challenges. As has been pointed out, consultations must be truly representative, agenda-driven and be used in the context of a clear strategy on social cohesion as a whole.

A second but strongly-related point refers to the need to build capacity in the new communities to help them to effectively

articulate their needs and to consult effectively. There is an underlying issue around new community representation by “Irish” NGO’s which is being factored into the consultation equation.

The implications of effective consultation involves the following:

- Since integration is a process, consultation mechanisms should reflect ongoing input into policy.
- Synergy must be created between existing and proposed dialogues on civic participation and related topics.
- Consideration should be given to ensuring the inclusion of the new communities in existing national consultation mechanisms, including social partnership.
- Minority ethnic communities must be given the capacity to effectively engage with all State service providers who may have to intensify their engagement with the new communities on policy matters affecting their own services.

Integration is a shared challenge for society as a whole and cannot be successful without each sector playing a constructive and active role. As the NESC report has already pointed out, while Government must play a leading role, successful integration hinges on a vibrant civil society.

In clarifying the respective roles of the host population and the new communities, this policy statement seeks to emphasise the concept that integration is a two-way process requiring mutual adaptation.

The following are some examples of community and institutional ownership considerations:

New communities

- Respecting cultural differences.

- Making every effort to understand and learn core aspects of Irish society and way of life.
- Maximising the contribution to overall prosperity through work and social engagement with the host community.
- Undertaking and committing to the basic integration skills such as language acquisition and skills development.

Host community

- Respecting cultural differences.
- Informing themselves about the new communities rather than accepting stereotyped and mythical views.
- Encouraging integration in local communities.

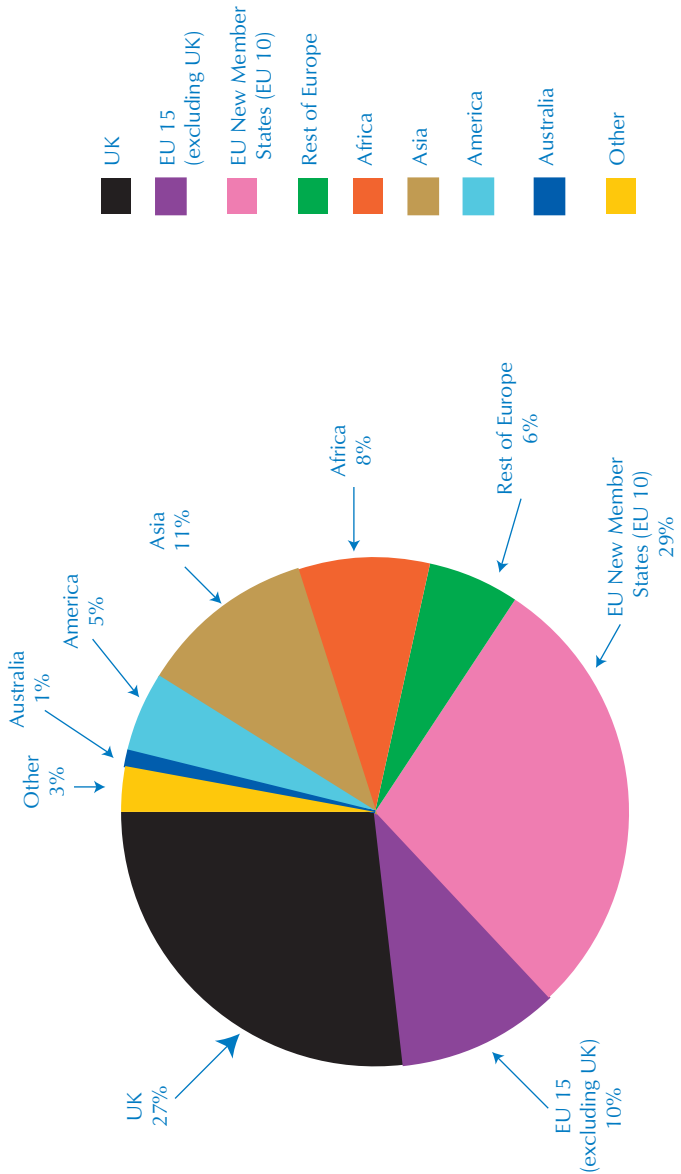
Corporate sector

- Exploration of general social responsibility agenda in relation to newcomers.
- Development of intercultural competencies at organisational level.
- Strict adherence to equality and employment law.
- Promotion of integration in the workplace.

Trade Unions

- Representing the interests of new communities within the workplace.
- Supporting integration of new communities as union members and into wider civil society.

Non-Irish Nationals by nationality (figures as per Census 2006)



Media

- Responsible reporting of issues relating to migration and new communities.

Community and Voluntary organisations

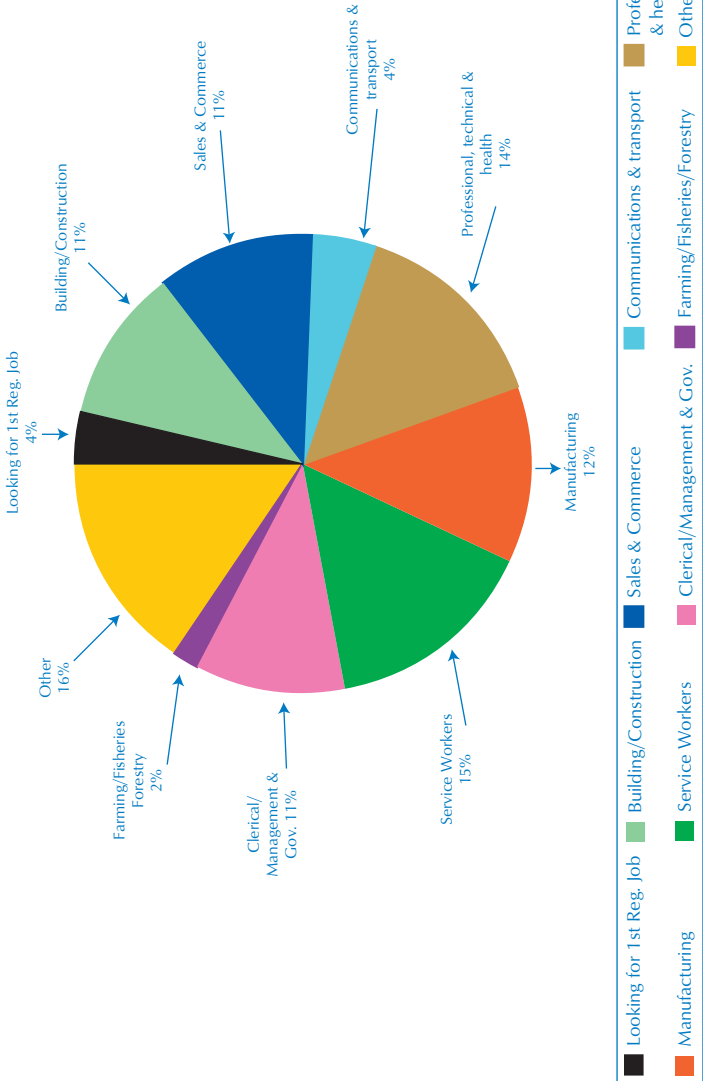
- Making a particular effort to engage newcomers within their organisations, for example in the areas of sport, arts and culture.

As with any policy area, effective design and implementation requires clarity about the respective roles of relevant Departments and Agencies. This is particularly the case given that the issue is new and complex. The following are examples of the ‘division of labour’ between the Office of the Minister for Integration (OMI) as the lead organisation and the relevant line Departments:

Office of the Minister for Integration

- Developing appropriate governance structures to successfully implement its integration mandate.
- Development of overall integration policy.
- General co-ordination role and “leading” on integration initiatives particular in relation to international developments.
- Co-ordinating EU links.
- Promoting and co-ordinating solutions to cross-cutting problems.
- Arranging timely meetings of the cross-Departmental Group on Integration to be chaired by the Minister for Integration.

Occupations — Non-Irish Nationals (as per Census 2006)



- Ensuring synergy between overarching strategies and developing guidelines on funding, language, information provision, etc.
- Funding – only if outside funding brief of Departments.
- Ensuring that the Cabinet Sub-Committee on Social Inclusion, Children and Integration is kept informed of progress by the Office of the Minister for Integration.

Government Departments and Agencies

- Developing appropriate governance structures to successfully implement their integration mandate.
- Developing departmental integration policy as it relates to (a) the Department and (b) overall national policy.
- Ensuring synergy between related social inclusion initiatives.
- Service delivery.
- Making services more accessible.
- Developing policy/planning services for the new communities.
- Actively mainstreaming services where appropriate.
- Reviewing targeted services.
- Developing appropriate funding streams.
- Developing appropriate dialogue with relevant NGO's and local structures.
- Developing “organisational intercultural competence”.

It is difficult to overestimate the importance of effective local delivery mechanisms. Integration lives and breathes, and indeed dies, at the level of community. Local effectiveness is a necessary condition for successful integration interventions. Co-ordination of

planning, resources and strategy at this level is particularly important and a wide array of structures and organisations currently exist which have potential for becoming effective delivery engines for integration measures.

While a number of anti-racism, diversity and intercultural plans have emerged for some of our urban concentrations, there has been no real and prolonged focus on integration in cities although good progress is now being made in this area. There is a clear case for concentrating research and resources into formal integration plans for our major cities and such an approach is very much in keeping with developments abroad.

Effective local delivery requires the following:

- Current reviews of local structures must reflect integration objectives.
- Co-ordination at local level presents even greater challenges than at central level given the huge range of organisations and agencies involved.
- The integration principles themselves, particularly those relating to mainstreaming and social inclusion, should be incorporated into any such plans so that issues of fragmentation of service and strategy are not repeated at local level.
- A particular emphasis on urban planning as a significant tool for community integration.

Evidence based policy is very much a feature of Irish public service planning and is particularly critical in the integration field. There are serious gaps in our information about the new communities, only some of which have been addressed by the recent census. The quality of research on integration has been sporadic and uneven – often linked to the difficulty of getting appropriate data. The only

really authoritative study in the area is the NESC report on Migration Policy.

The link between integration and research covers a wide field of studies ranging from highly-focussed strategic studies of specific integration components to broad academic research on integration models. The former tends to be driven by immediate issues on the ground whereas the latter often reflects the interest of a particular research agenda. There is an ongoing requirement for each.

There are four areas where strategy is currently being examined and these are referred to later when discussing strategic studies. They relate to English language training, interpretation, funding and housing. It will be important that the ongoing results of these studies are fed into the overall management and development of integration policy.

Academic research on integration is accelerating and links with the academic sector will need to be developed in order to maximise the added-value to the State of the intellectual capital involved. This is also true of wider social policy research efforts.

Apart from the need to drive integration policy through research, there is a linked requirement to review policy in the light of outcomes achieved. Measurement of integration outcomes is particularly difficult but there is little value in having a policy which cannot be measured. Considerable work in this area has been carried out internationally and this will need to be evaluated in an Irish context. An example of one such measurement system is that suggested by Bishop Nicholas DiMarzio of Brooklyn* on a recent visit to Ireland – see page opposite.

*Bishop DiMarzio is a member of a high level panel established in 2005 by the then U.N. Secretary-General Kofi Annan. The panel, which was chaired by Ireland's Peter Sutherland, was asked to examine migration from the perspective of its impact on global security and human development.

Integration indicators

Indicator	Description
Labour force participation	Basic form of economic participation
Language acquisition	Degree to which English is adopted as the second language of the immigrant
Education continuance	Availing of further education or at least using educational means available for immigrant children
Military service	Denoting participation in society not dependent on citizenship
Naturalisation rate	True adaptation and becoming full-fledged citizens
Voting	Exercising political and democratic choices
Home ownership	Indicating settlement beyond any temporary attachment
Inter-marriage	The most telling variable of social integration

U.S. indicators of social integration as cited by Most Reverend Nicholas DiMarzio, Bishop of Brooklyn

Some of the implications of implementing an evidence based policy are as follows:

- A database of current research should be created and some method of keeping it up to date should be devised.
- Existing links with the academic sector should be explored and developed.
- The issue of the lack of available data on the new communities should be addressed as part of the ongoing work of the new cross-Departmental structures.

The implementation of the principles will require an appropriate set of institutional arrangements. Such arrangements will need to be carefully assessed in relation to those already in place so as to avoid duplicating structures for policy areas. Existing social inclusion infrastructure and associated local government structures are a case in point.

The tasks involved in meeting the demand for appropriate institutional arrangements for integration will include:

- An identification and mapping of all integration-related policy areas which need co-ordination.
- Where cross-cutting areas exist which show institutional deficits, the carrying out of appropriate strategic studies to devise improved governance for addressing such deficits (English language training and information provision are relevant in this regard).
- Institutional arrangements must also provide for co-ordinated progress on core integration services – housing, employment, health, education, social supports, community development, training – otherwise no single area can be fully effective. Progress on one without equivalent progress

on the other may well negate what appears to be gains in overall integration.

- Finally, institutional arrangements must be flexible enough to cater for new challenges in this rapidly changing field.

European Experience

Our national experience is still relatively limited even though we have tried to make as much progress as possible in the last few years. Other countries have been engaging with this issue, in some cases for generations. The NESC report on Migration Policy sought to apply international models to the Irish situation. A number of other reports have been prepared which seek to draw lessons for Irish policy from international experience, including the Report of the Oireachtas Committee on Migration and Integration Policy in Ireland.

In applying such international models, the most important consideration to be taken into account is that integration takes place in the very specific context of individual cultures and traditions, legal systems, immigration histories, admission practices, religious profiles and shared value-systems. This is not to say that lessons cannot be learned but such lessons must be strictly filtered to allow for such differences. Failure to take this into account will result in invalid comparisons and faulty integration policies.

The point has already been made that globalisation, among other international phenomena, binds us together with other States and standardises experiences generated by the movement of people. As an EU Member State, this binding is a powerful determinant of integration issues and the role of the EU is particularly relevant. In general, the EU, in understanding the contextual nature of integration, has to date adopted a relatively soft approach to the co-ordination of international policy and concentrates on the articulation and development of best practice as opposed to harmonisation. Thus, EU leadership initiatives focus on exchange of information and principles of integration common to Member States.

There is a realisation, however, often expressed in Commission documentation, that the success or failure of any one Member State has implications for other States in view of the freedom of movement with the Union. This, along with other factors, has driven the EU to take an increasing interest in the subject. They have published a set of **Common Basic Principles of Integration** and these principles are slowly being adopted in one form or another by Member States. As already mentioned, they have been, and continue to be, a major influence in Irish integration developments.

The Council of the European Union and the representatives of the Governments of the Member States established the following common basic principles for immigrant integration policy in the European Union (COM(2005)0389 FINAL)

- 1.** Integration is a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States.
- 2.** Integration implies respect for the basic values of the European Union.
- 3.** Employment is a key part of the integration process and is central to the participation of immigrants, to the contributions immigrants make to the host society, and to making such contributions visible.
- 4.** Basic knowledge of the host society's language, history, and institutions is indispensable to integration; enabling immigrants to acquire this basic knowledge is essential to successful integration.
- 5.** Efforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society.
- 6.** Access for immigrants to institutions, as well as to public and private goods and services, on a basis equal to national citizens and in a non-discriminatory way is a critical foundation for better integration.

7. Frequent interaction between immigrants and Member State citizens is a fundamental mechanism for integration. Shared forums, inter-cultural dialogue, education about immigrants and immigrant cultures, and stimulating living conditions in urban environments enhance the interactions between immigrants and Member State citizens.
8. The practice of diverse cultures and religions is guaranteed under the Charter of Fundamental Rights and must be safeguarded, unless practices conflict with other inviolable European rights or with national law.
9. The participation of immigrants in the democratic process and in the formulation of integration policies and measures, especially at the local level, supports their integration.
10. Mainstreaming integration policies and measures in all relevant policy portfolios and levels of government and public services is an important consideration in public policy formation and implementation.
11. Developing clear goals, indicators and evaluation mechanisms are necessary to adjust policy, evaluate progress on integration and to make the exchange of information more effective.

The Office of the Minister for Integration (OMI) has been encouraging an examination of these principles as a way of assisting the development of a new integration policy framework. The Commission's interest has also been expressed in the publication of an annual report, handbooks on integration practices and the development of a portal on integration activities. Ireland, as a member of the National Contact Points on Integration, has contributed to all these initiatives.

Apart from the inherent difficulties in applying international models, Ireland has certain features which place it in a somewhat unique position:

- Immigration is a relatively recent phenomenon. Most other European countries are dealing with second and third generation issues — our issues focus on “newcomers” or “new communities”. For many other European countries this is only part of the integration issue.
- We have a relatively solid legal infrastructure in the anti-discrimination area.
- Our National Action Plan against Racism is integration-driven and although much remains to be done, it has been actively implemented.
- Our social inclusion infrastructure is well-developed at national planning level and local structures have also been implemented.
- The issue of Muslim radicalisation does not have the same profile as in other countries who regard it as one of the main integration issues.

On the other hand, we have much in common in the integration landscape:

- We are all competing for talent and labour power and must seek to make ourselves attractive in certain areas.
- We are not in a position to pursue active “selection” policies in the immigration area and pre-departure planning is limited to third country nationals seeking employment. While there is some scope for assessing integration potential, it is not a major factor in integration policy.
- Freedom of movement implies that **all** Member States have a stake in successful integration and unstable societies in one part of the EU will have implications for all.
- It is likely that immigration to Europe will continue for the foreseeable future and integration policy will have to address the security and social cohesion issues which arise from such immigration.

Taking into account the commonality as well as the differences with other countries, the following broad experiences should be taken into account when adopting future integration policy:

- ***There are a number of key areas which are crucial to integration success. These include:***
 - *Host language education* – standards, strategy, funding, co-ordination, evaluation, degree of compulsion and level of incentives.
 - *Interpretation and translation* – standards and ethics, funding, links with language training.

- *Information provision* – roles of State and NGO sectors, use of technology, potential duplication, models of information provision, overall effectiveness (rights are often undermined by lack of information).
 - *Funding arrangements* – funding can operate to both facilitate and frustrate integration objectives. In the absence of a clear integration strategy and associated funding principles, funding can move to the wrong stakeholders and can become ineffective.
- ***“Getting the basics right” is critical***
 - If core services such as employment, education, health and housing are delivered successfully and equitably to the new communities, then the chances of successful integration are greatly increased. This often translates into the desirability of embedding a strong mainstreaming approach to service delivery.
- ***Serious social upheaval can be anticipated***
 - With the value of hindsight, many European countries now realise that earlier application of mainstream approaches would have avoided the build-up of large disadvantaged new communities. They would further recognise that it is much more difficult and resource-intensive to remedy a situation which in some cases has been generations in the making.
- ***We can exploit “policy cycles” in integration policy***
 - Experience in other countries shows that they go through a cycle in integration policies from relatively laissez-faire through to compulsory engagement and then onto a balanced system of measures focussing on broad-based concepts of civic citizenship. Holland is a particularly good example of these cycles. France

is perhaps an exception in that they have a straightforward policy of assimilation based on their cultural traditions. Integration contracts with immigrants are a feature which reflects this thinking. From Ireland's point of view, we may be able to position ourselves on a more advanced cycle rather than go through earlier cycles. A 'whole-of-government' approach is beginning to emerge from current Member State deliberations (Holland and Germany) coupled with a strong reliance on forms of new citizenship.

- ***We cannot focus on “rights” to the exclusion of “responsibilities”***
 - If a single concept has emerged from other countries' experiences, it is that integration is about both rights **and** responsibilities. Clarifying civic responsibilities, for example, has been a major component in international intercultural dialogue events.
- ***We cannot afford to be complacent on any front***
 - Given the timeline involved in integration, there is a temptation to be reactive rather than proactive in our policies and measures. The issues emerge, or perhaps evolve, over many years and indeed over many generations and are not always hugely visible until they become serious social issues. There is a need, therefore, for anticipation and long-term strategic planning.
 - There are yet other specific issues that have not so far come to the fore in Ireland and yet dominate the European agenda. The radicalisation of Muslims and the issue of second generation immigrants are two examples of such issues. In relation to the former, it

would appear that radicalisation of Muslim groups is seen as one of the greatest challenges in European integration thinking. Great emphasis is being placed on ongoing dialogue and securing effective Muslim representation for such dialogue.

- On the general question of security – which cannot be divorced fully from integration policy – good communication between Government and civil society can be very useful. A recent unpublished report from the Migration Policy Institute makes this point: *“In particular, integration policy that allows for communication with Government and collaborative relationships with civil society organisations can contribute to internal security and social cohesion.”*

New Integration Structures

The role of the Cabinet Committee on Social Inclusion and Children, which is chaired by the Taoiseach, has been expanded to include integration-related issues. Its new title is the Cabinet Committee on Social Inclusion, Children and Integration.

That committee is supported by the work of a group of senior officials, including a representative of the Office of the Minister for Integration.

Due to the wide range of Departments involved in dealing with integration issues there is a need to create a cross-Departmental group, to be chaired by the Minister for Integration, to deal with issues as they arise and to contribute, from each Department's perspective, to the formulation of integration policy.

Commission on Integration

There is a need to create an expert Commission to review on a regular basis progress in the field of integration.

The functions of the Commission will include providing advice to the Minister on issues affecting integration, conducting research in the field of integration and promoting understanding of integration through publications, seminars, etc. A major part of the Commission's work will be to ensure that information based on evidence is made available publicly with a view to having informed public debate on the issues and in this way to assist in the formulation of policy, both at national and local level.

The Commission will consist of a chairperson and eight members. Members will be appointed for a period of 5 years. Membership will be representative of Irish society as a whole, bearing in mind the need to ensure that the migrant community is represented. The membership will be drawn from academia and professionals active in the fields of economics, law and business.

A model for the work of the Commission in ensuring that factual information is made available to the public is the National Forum on Europe, chaired by former Senator Maurice Hayes, which has held a number of meetings in various parts of the country to stimulate debate on the issues in Europe and provide a forum for exchanges of views with members of the public.

Ministerial Council on Integration

As well as an expert Commission, a Ministerial Council on Integration to give advice to the Minister directly on issues faced by migrants will be appointed. The Minister will chair meetings of the Council. The Council will be made up of 40 members. Members of the Council will be appointed for a period of five years. The members of the Council will be migrants. In appointing members, account will be taken as far as possible of the need to have a balance between countries of origin, number of migrants from particular countries, places of residence in Ireland and the need to have appropriate gender balance. Council meetings will be convened by the Minister and will normally be held 2 or 3 times a year. Meetings of the Council will normally be held in Dublin. However, in order to reflect the fact that migrants live in all parts of the country occasionally meetings will be held outside Dublin. Meetings of the Council will be private. In order to ensure the maximum degree of transparency a press statement giving details of the matters discussed will be issued after each meeting.

Hitherto groups such as the National Consultative Committee on Racism and Interculturalism (NCCRI) have provided a forum for the exchange of views on integration issues. In addition the Strategic Monitoring Committee on the implementation of the National Action Plan Against Racism has played its part in giving a role to members of the migrant community and in informing public opinion of the facts surrounding integration.

Task Force on Integration

For a variety of reasons, many migrants do not fully participate in Irish life. These reasons can include cultural or linguistic factors, lack of awareness of opportunities for interaction or a sense that, in the longer term, the migrants will be returning home and therefore there is no great need to actively participate. This lack of participation can extend across all aspects of society. The consequences of this lack of participation, if not addressed, could lead, over time, to the development of a parallel culture, with a sense of alienation from mainstream Irish society. Events that have occurred elsewhere in the world demonstrate the dangers such alienation can bring.

It is clear that, despite the new structures being put in place, there are issues around the integration of migrants, which need to be identified and addressed. To that end a Task Force will be appointed consisting of about 12 people charged with examining the issues and challenges arising from the integration of communities in Ireland. The Task Force will consult widely across the country and will evaluate the position elsewhere. The Task Force will examine, in a thematic way, how civic, cultural and social as well as economic participation of migrants can be improved. The members of the Task Force will be representative of Irish society in general.

A report from the Task Force will be expected within 12 months of its appointment.

New Funding for Measures to Encourage Integration

While a number of migrants do participate in cultural, sporting and political aspects of Irish society and many communities have staged cultural and sporting events designed to celebrate the arrival of different communities and diversity in Irish society, there is scope to further increase participation by migrants in all of these aspects of life. The point has been well made that activities in these areas can play a major part in encouraging integration, especially at local level.

Sporting bodies

In sporting matters various grants have been made from time to time to organisations working against racism. These have been of the one-off or project based type, which have, because of their nature, been of a stop-start variety. These have covered a number of codes.

Discussions have taken place with the larger sporting bodies most directly engaged with migrants about their plans for the future in encouraging participation of migrants in their activities. The bodies have drawn up, or are in the course of doing so, detailed programmes for integration.

The issue of funding has naturally been raised. As stated above grants have already been made on a one-off basis to certain groups for specific projects. The time seems right to move to support the integration of migrants by making funding available to national organisations to help them implement integration plans in their organisations. As funding is necessarily limited the intention is to

provide funding to the bodies with the greatest potential to involve large numbers of migrants in their activities.

It is intended to provide funding for a five-year period with periodic reviews of progress. Discussions on necessary protocols will be finalised with the relevant bodies over the coming weeks.

Political Parties

Given the number of migrants who live in Ireland it is essential that every effort is made to ensure that as many as possible engage with the political system and participate to the maximum extent possible. For many migrants living in Ireland it is their first real experience of living in a democratic society. It is clear that all parties have embraced migrants as members. The challenge is to further encourage more migrants to become active in political life both at local and national level. Funding will be made available to the political parties to implement integration plans. The funding will be disbursed through the Oireachtas Commission in order to ensure transparency.

Faith-based groups

Migration has affected all faith-based groups by increasing the demand for their religious services and pastoral care, often in languages with which they are unfamiliar. Many congregations have been re-vitalised by the arrival of migrants. All of the faith-based groups have expanded the range and scope of their activities in response to the needs of newly-arrived migrants.

It must be borne in mind that migrant groups appear to have a much greater attachment to practicing their faith than is now the case with the native population. Because of their attachment to their religious beliefs and practices many migrants look to religious authorities for information and assistance on settling in Ireland.

Provision of such advice and assistance has greatly assisted many migrants and their families in integrating in Ireland.

During the course of discussions with leaders as part of the inter-faith dialogue instituted by the Taoiseach the issue of assisting migrants with integrating has been discussed. The question of resources also arises for faith-based groups.

In order to assist the faith-based groups in carrying out work related to integration, discussions will be held with the groups with a view to putting in place arrangements to financially support that aspect of the groups' activities.

Local Authorities

As is clear from the overall thrust of the principles underpinning integration strategy, services must be made available to migrants by mainstream service providers. In this regard the services provided by local authorities play a major part.

It is clear that local authorities have responded in a positive fashion to the challenges posed by the arrival of large numbers of migrant workers and that the authorities have encouraged integration on the ground. Many local authorities have adopted specific plans to promote integration of migrants and others are in the course of preparing such plans. Many of the local authorities and partnerships have already received funding from various grant schemes. In addition, two specific schemes have been utilised, viz., the fund to assist in the integration of legally-resident migrants and funds available to assist in the implementation of the National Action Plan Against Racism.

Up to now decisions on financial support provided by central Government for projects have been taken at a central level. In line with the general approach to integration outlined in this paper it is

Table showing the number of Non-Irish Nationals usually resident in each county (as per Census 2006) and county breakdown expressed as % of Total Non-Irish National Figure

County of usual Residence	Total non Irish Nationals	As % of total Non-Irish national figure of 419,733
Leinster	245,870	58.6%
Carlow	4,488	1.1%
Dublin Co and City	150,933	36.0%
Kildare	18,586	4.4%
Kilkenny	6,071	1.4%
Laoighis	5,111	1.2%
Longford	3,511	0.8%
Louth	9,035	2.2%
Meath	14,476	3.4%
Offaly	5,231	1.2%
Westmeath	7,353	1.8%
Wexford	10,283	2.4%
Wicklow	10,792	2.6%
Munster	104,046	24.8%
Clare	10,837	2.6%
Cork Co and City	44,224	10.5%
Kerry	14,074	3.4%
Limerick Co and City	14,581	3.5%
Tipperary	11,381	2.7%
Waterford Co and City	8,949	2.1%
Connacht	48,396	11.5%
Galway Co and City	24,137	5.8%
Leitrim	2,983	0.7%
Mayo	10,964	2.6%
Roscommon	5,416	1.3%
Sligo	4,896	1.2%
Ulster (Part of)	21,421	5.1%
Cavan	5,683	1.4%
Donegal	10,572	2.5%
Monaghan	5,166	1.2%
TOTALS	419,733	100%

clear that decision-making on local projects should rest with local authorities or the locally based partnership committees, depending on local arrangements.

Central funds for integration purposes cannot replace funding and resources made available from other funding schemes, either central, e.g. through the Local Development Social Inclusion Programme or through funds directly available to local authorities e.g. provision of library services for migrants. Central funds can, however, supplement other sources of funding, be they public or private, to support specific integration services.

Discussions will take place to find an agreed approach to the distribution of funding for specific integration purposes through local authorities and local partnerships.

In addition to these activities local authorities will have to have regard to the need for integration policy to inform decision-making in the provision of services generally. Discussions with the Minister for the Environment, Heritage and Local Government are taking place to see how best this outcome can be achieved.

Integration in the workplace

There is a compelling case for properly managing diversity and integrating immigrants in the workplace as a necessary element of social inclusion. Moreover, there is a strong business case for this as well. A study published in January showed that equality and diversity strategies have a significant effect in increasing productivity and innovation and in reducing employee turnover. The Office of the Minister for Integration will consult with employer and trade union bodies with a view to developing a strategy to promote integration in the workplace.

Managing Economic Migration

We are determined to manage economic migration in a way that protects the rights of all workers, maintains unemployment at the lowest possible level and ensures successful integration.

We will:

- Continue to issue green cards in respect of occupations where there are skills shortages, including those, for example, in the information technology, biopharma, engineering and health sectors.
- Only grant work permits where it can be demonstrated, following a rigorous labour market test, that suitable employees are not available within the EEA.
- Allow workers to apply for, and reapply for, their own permit and to transfer to another employment in cases of mistreatment. We will also provide for spouses of employment permit holders who are granted residence in Ireland to be granted an employment permit.
- Ensure that the employment rights of non-EEA students are protected by requiring them to have work permits which will allow them to work for a maximum of 20 hours a week.
- Re-establish an Intra-Company transfer scheme for temporary trans-national top management transfers to enable companies to meet short-term needs.
- Ensure that employment permit applications are not approved for wages below the REA/ERO rate or the National Minimum Wage, and that there is full

enforcement of employment law to protect workers from being abused.

- Increase the number of Labour Inspectors to 90.
- Ensure that workers are made aware of their rights through initiatives such as printing the minimum wage on the work permit and providing information in a range of languages.
- Protect employees against employers deducting recruitment expenses from pay and retaining workers personal documents.

Important Issues

Provision of information

Information is provided to migrants from many sources both Governmental and by the voluntary sector. In particular the library services make information available, as do Community Information Centres. There are a considerable number of non-Governmental organisations also active in the field. Given the importance of accurate information being available, a website for the Office of the Minister for Integration will be developed over the coming months.

Provision of Services – One Stop Shop

The Department of Justice, Equality and Law Reform has established a “one stop shop” at Burgh Quay under the auspices of the Irish Naturalisation and Immigration Service to provide services in immigration and citizenship matters. The housing of the Garda National Immigration Bureau in the same premises facilitates this process. The main group who benefit from this service are non-EEA citizens who are obliged to register with the Gardaí or who require visas or wish to apply for citizenship, etc.

The suggestion has been made that other State services e.g. Revenue Commissioners, Department of Social and Family Affairs should be represented in an expanded “one stop shop” and that the service should also be available to EU nationals who, while not obliged to register with the immigration authorities, do interact with the Tax and Welfare authorities. It has also been suggested that representatives of non-Governmental organisations could be present to assist migrants in interacting with the State “system”.

This suggestion will need careful examination and consideration in the light of the changing nature of migration into this country, the changes in the arrangements for long-term residence in the Immigration, Residence and Protection Bill when enacted and the administrative advantages/disadvantages associated with the creation of such a “one stop shop”.

Citizenship

The requirements for citizenship are set out in legislation. Currently there is no requirement for an applicant to show any knowledge of the Irish or English languages, despite having spent a number of years living in the country. A language requirement is proposed in the Immigration, Residence and Protection Bill for those applying for a long-term residence permit. It would seem logical that a similar provision should apply to those seeking citizenship.

It has also been suggested as has been done in a number of other jurisdictions, that applicants for citizenship should also be able to demonstrate knowledge of how Irish society is organised, how the country is governed, etc.

One further matter is the ceremony attaching to the granting of citizenship. Currently the only ceremony is the declaration of loyalty and fidelity to the State made before a sitting of the District Court. This procedure has been in place for many years and, given the increase in court business generally and the increase in the numbers being granted citizenship, the suggestion is that a civic ceremony of some kind, designed to welcome a new citizen would be more appropriate. It is accepted that District Judges make every effort to do this but a difficulty can arise where the declaration is made at the start of court business while those awaiting trial on criminal charges are present. In addition, the person does not formally become a citizen until the Department of Justice, Equality

and Law Reform issue a certificate of naturalisation. This certificate is usually sent to the successful applicant by post.

One suggestion is the holding of a ceremony in the headquarters of the local authority for the formal presentation of certificates by a local dignitary to emphasise the significant step being taken by the applicant. These matters are under review.

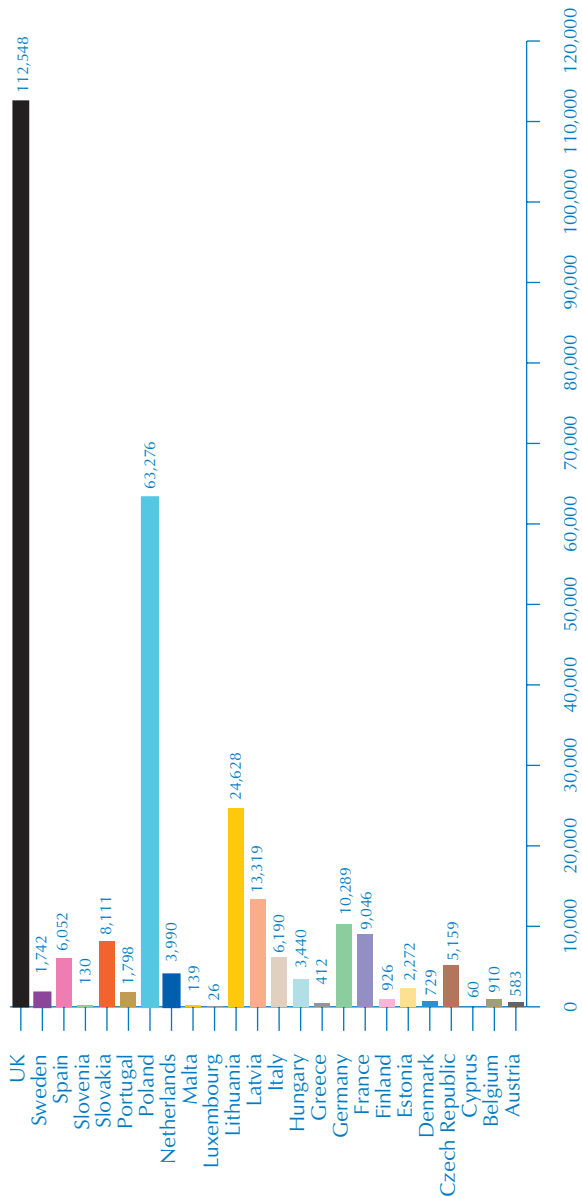
Measures to protect migrants from exploitation and discrimination

Ireland has already in place legislation prohibiting discrimination on the grounds of race, colour, nationality and ethnic or national origins in the areas of employment (including equal pay) and vocational training (the Employment Equality Act 1998) and the provision of goods, services, accommodation, education and the disposal of property (the Equal Status Act 2000). This legislation also gives effect to the EC Race Directive. Legislation on working conditions, e.g. the minimum wage, leave, unfair dismissals, health and safety etc., applies to all employees irrespective of nationality. The establishment of the National Employment Rights Authority and the increase in the number of inspectors employed in this area provides an avenue of redress for employees. This is an area that must be kept under close review to ensure that Ireland maintains its reputation among potential migrants as a country that treats migrants fairly.

Interpretation and translation services

In response to the demands on State services each service provider has developed its own approach to the provision of these facilities. Service providers in Education, Health, Criminal Justice services, processing applications for asylum, local authorities, etc. have all

Breakdown of Non Irish Nationals from the EU (as per Census 2006)



adopted arrangements to meet their own needs. A study has been commissioned by the Office of the Minister for Integration on the future development of these services. The study is being carried out by the National Consultative Committee on Racism and Interculturalism and is due for completion in mid-2008.

Recruitment to the public service

All public service agencies should seek to reflect the diversity of the population in their staffs. Some agencies, notably An Garda Síochána, the Defence Forces and the Health Service Executive have made progress in this regard. The study being conducted by the Public Appointments Service should lead to further progress being made. A popular misconception among the migrant community is that they cannot compete in the public service because they do not have Irish nationality. This misconception must be dispelled.

Non-Governmental Organisations

Most of these organisations came into existence from the mid-nineties onwards. Most grew from recognition on a local level that a number of people mainly from the asylum-seeking group had located in their areas.

These local groups provided information on the localities, the various amenities available, gave information on how to access local services and in general offered a welcome to newcomers.

Many of the organisations identified gaps in services being provided to the new communities and advocated improvements in the provision of those services. Some of the organisations formed alliances with like-minded groups carrying out similar work in other parts of the country in order to share experiences and practices. Most of the groups became involved to a greater or lesser extent,

in advocacy work, either in individual cases or on behalf of groups of people. In this role many of the groups and individual members performed what are often described as mentoring roles with individual migrants.

At national level the groups that came into existence have seen their role primarily as that of advocates for change, although they do become involved in individual cases as well.

Since the change in migratory patterns that has taken place in the last few years many of the groups at local level have extended their remit to include dealing with newly arrived migrants as well as asylum seekers or refugees.

Most of the organisations have received some funding at different times from the State or local government agencies. Many of the groups have also benefited from funding from philanthropic bodies and support from private individuals.

Non-Governmental organisations are a valuable resource in this as in so many other areas of life, precisely because they are non-Governmental.

In the revised funding arrangements through local authority structures, locally based NGOs will be in a better position to liaise with those local authorities about their needs.

A wide variety of non-Governmental organisations have participated in the various seminars and discussions that have preceded the development of this strategy. Their contributions and insights have been invaluable, reflecting their interaction on the ground and on a daily basis with the migrant community.

While it is expected that the new structures being put in place will enable issues to be brought directly to attention there will be a

continuing need for interaction between the Office of the Minister for Integration and the NGO sector as policy evolves and develops.

Measurement of public opinion

An important aspect of integration is to establish the state of public opinion on the various issues that arise in the field. The Eurobarometer findings on the state of public opinion in Ireland towards migrants places Ireland highly among European States in attitudes towards migrants. Most other jurisdictions conduct more focussed national surveys of attitudes, in addition to the more broadly-based Eurobarometer surveys. Up to now such national surveys in this field were not thought necessary in Ireland, given the relatively small-scale migration into Ireland.

The position now, however, is that a more focussed survey, geared to Irish conditions, is necessary in order to gauge the state of opinion from time to time in order to better inform policy making.

Such a survey will be commissioned, to be carried out on a regular basis and its findings published.

Health services

Along with education, health services are one of the most important elements in ensuring that immigrants are given the core services which will facilitate their integration into Irish society. Much work has been done in this area and the Health Service Executive recently launched their national intercultural health strategy which was developed as a response to the requirements of the Government's National Action Plan against Racism. In delivering a culturally competent service, it seeks to address the identified health and support needs of the increasing numbers of people from diverse cultural and ethnic backgrounds living in Ireland.

Promoting Successful Integration In Our Schools

We will:

- Further increase the number of language support teachers from 1,450 to 1,800.
- Improve teacher training and give extra supports to schools with large numbers of students with different languages and cultures to improve home-school links.
- Provide access to English language classes for adult immigrants.
- Ensure that our education system and personnel are well-equipped for a multi-cultural society.

There is a further link between health services and our immigrant population in that service delivery itself has been significantly facilitated by our migrant labour force. An ongoing requirement thus exists to retain much-needed talent and expertise. This has implications for a number of policy areas including immigration and will require careful consideration in the context of the proposed immigration legislation. The clear and ongoing political commitment to reform in the health area requires that the synergy between integration and health issues be proactively managed.

Education aspects of integration

In the education area, the Minister for Integration is responsible for:

- Ensuring that the range of education policies across different areas of the Department of Education and Science and the bodies under its aegis take account of the need to integrate immigrants and their families.
- Co-ordinating the work of the Department on the integration of newcomers with the related work of other relevant Departments and State agencies.

A dedicated Integration Unit was established in the Department of Education and Science in October 2007.

Language teaching

- There are now almost 2,000 language support teacher posts allocated to primary and post primary schools costing in the region of €120 million per annum – compared with 262 posts in 2001/2002.
- Over 12,000 migrants are learning English in classes provided by Vocational Education Committees, costing over €10m.

- A number of resource documents are available for schools including information on the education system in 6 languages.
- Emphasis has been placed on developing specific materials for teaching English as a second language. Funding has been provided to develop resources for schools to assist them in integrating their newcomer students and in meeting their English language needs. There has also been a programme of Continuous Professional Development for English language support teachers.
- Over 900 teachers participated in a national on-line course on Teaching English as an Additional Language, piloted by Coláiste Mhuire, Marino in conjunction with the INTO, in summer 2007. This course has since been offered to an additional 250 teachers.
- An English Language Support Teachers Association has recently been established under the Teacher Professional Network Scheme for post-primary teachers, which is funded by the Department.

Research and evaluation

To ensure the key stakeholders are involved in the development of a national intercultural education strategy, the Department is involved in a number of studies and reviews to provide key primary evidence for the strategy.

- The ESRI is undertaking a large scale study (due to be published in Autumn 2008), funded by the Department, into how an increasing diversity of students impacts upon the resource requirements of schools.

- The Department's Inspectorate is carrying out an evaluation on the teaching of English as a second language in a number of schools in 2008 and 2009. The report is due in 2009.
- The Department has agreed to become involved in the OECD thematic review of migrant education policy and practice (to be completed by Autumn 2009).
- The Department, in conjunction with the Office of the Minister for Integration, has commissioned an independent review (due for completion in 2008) on the development of a national English language training policy and framework for legally-resident adult immigrants.
- The Department and the Language Policy Division of the Council of Europe jointly published a Language Education Policy Profile for Ireland in February 2008. This profile presents an analysis of the current state of language education in schools in Ireland, paying particular attention to the needs of immigrants. A working group has been established to consider it.

Education Conference

In Autumn 2008 the Department, in collaboration with the National Consultative Committee on Racism and Interculturalism and the Strategic Monitoring Group of the National Action Plan Against Racism, will host a major conference on "Towards a National Intercultural Education Strategy."

Major Studies on Integration

There are a number of key areas which are critical to integration success. Because of the influential nature of these areas, it is essential that appropriate strategic directions are established as early as possible to ensure effective progress. Four such areas have already been identified and studies are either completed or at an advanced stage. These involve English language training for legally-resident adult immigrants, interpretation and translation facilities, funding arrangements for ethnic minorities and housing policy.

The strategic review of English language training is a joint project between the Office of the Minister for Integration and the Department of Education and Science. Horwath Consulting, in conjunction with a range of international partners, were commissioned to carry out an independent review to devise a broad strategy for establishing future strategic directions in this important area.

The result of the review will assist in the development of a national English language training policy and will establish a broad framework for future developments in this critical area. It involves extensive consultation with stakeholders. The review is expected to be completed in 2008.

An important related issue refers to the need to develop a coherent national strategy on providing interpretation and translation facilities. Many Departments and Agencies have already taken significant initiatives in this area but there is a requirement to ensure that overall public service strategy maximises the use of scarce resources and complies with appropriate standards.

In this context, the Office of the Minister for Integration, through the National Consultative Committee on Racism and

Interculturalism (NCCRI), last year commissioned an independent study to review present arrangements and to provide a framework for future developments. The study is being carried out by Farrell Grant Sparks and is expected to be completed by the end of June 2008.

A third study on funding for minority and ethnic-led organisations has already been completed and will feed into funding policy not only for the Office of the Minister for Integration but also for other Departments who have funding mandates for these groups. The study, carried out by Fitzpatrick Associates, suggested a phased approach to funding and a focus by individual Government Departments on those funding lines which were relevant to each Department's activities.

The final study focuses on the important area of housing and seeks to identify the challenges for planners and those responsible for providing housing. The overall aim is to consider how we might build an intercultural dimension into housing policy, neighbourhood planning and estate management. The study has been completed and is expected to be published shortly.

Integration

We understand the need to ensure that our new residents are welcomed and that effective integration is supported. Therefore, we will:

- Develop a national integration policy, based on equality principles and taking a revised and broader view of social inclusion which builds on the experience of other countries.
- Appoint a Minister of State to implement the national integration policy. The Office will bring together in one administrative unit key officials from relevant Government Departments who provide services to immigrants.
- Increase the number of language support teachers to 1,800 and review language requirements across government.
- Continue to promote national campaigns aimed at challenging racism and promoting understanding of diversity and fund campaigns that educate the Irish public about the role of immigration in Irish society.
- Support the services offered by ethnic-led non-Governmental organisations working with the immigrant community, in particular those that provide for the educational, cultural and linguistic needs of migrant workers.

Office of the Minister for Integration

This Office was created in July 2007 as a response to the recognition of the scale of migration to Ireland in the last decade or so, particularly since 2004.

The Minister is Minister of State at three Departments – the Department of Justice, Equality and Law Reform; Education and Science; and the Department of Community, Rural and Gaeltacht Affairs.

These three Departments are recognised as having central roles to play in dealing with the integration of migrants into Irish society while other Departments clearly have responsibilities, in line with their everyday functions.

On the appointment of the Minister, responsibility for the integration functions of the Department of Justice, Equality and Law Reform, exercised up to then by the Reception and Integration Agency of that Department were assigned, along with the relevant staff, to the new Office.

The functions transferred included responsibility for the management of the resettlement of refugees admitted to Ireland as part of the United Nations Programme for the Resettlement of Refugees. In addition, responsibility for the management of various funds, including funding received from the European Commission for projects in Ireland designed to assist in the integration of third country nationals was also passed to the Office of the Minister.

Office accommodation was found in the premises occupied by the Department of Community, Rural and Gaeltacht Affairs at Dun Aimirgin, 43/49 Mespil Road, Dublin 4.

Since the initial transfer of staff the Department of Justice, Equality and Law Reform has assigned some additional staff to the Office and negotiations are ongoing to put in place optimum arrangements with the other centrally involved Departments.

A major priority since the Office was established has been the preparatory work necessary for the production of this document.

The next steps for the Office will be finalising arrangements for the distribution of funds in the manner outlined in the policy document and putting in place staffing, etc., to support the new structures that are to be put in place.

In addition to this different workload the normal work of the Office in resettlement of programme refugees accepted from the UN, demanding and time consuming, but rewarding, will continue as will relations with existing stakeholders in the sector building on the work done already.

A major task will be the development of a website for the Office.

APPENDIX

Composite Statement of the new demographics based on the 2006 Census and subsequent revised Population and Migration Estimates – released 18th December 2007

- The enumerated population in April 2006 amounted to 4.24 million persons. This represented an increase of 323,000 persons or 8.2 per cent compared with the April 2002 figure, leading to the highest population since 1861 of 4,239,848.
- Of the 4.17 million usually resident persons present in the State on 23 April 2006, 420,000 (or 10%) had a nationality other than Irish – up from 224,000 (or 5.8%) four years earlier.
- By comparing the results of successive censuses and making due allowance for the number of births and deaths which occurred in the intervening period it is possible to derive a measure of net migration – that is the difference between inward and outward migration. Between 2002 and 2006 the estimated net immigration flow was 191,000. This represents a figure of 47,800 on an average annual basis.
- It is estimated that just over two thirds of this net inflow occurred in the two years following the accession of the ten new member states to the EU in May 2004. The comparable figure from the Population Estimates, which measures migration flows, is net migration over the four years of 189,600 (2003 to 2006).
- As per the Population and Migration Estimates:
 - The number of immigrants into Ireland in the twelve months to April 2006 is estimated to have been

107,800 which is the highest figure recorded since the present series of annual migration estimates began in 1987. There were almost 36,000 more men immigrating into Ireland during this time than women. During this time 15,800 emigrated out of Ireland leaving a net migration of 71,800.

- Approximately two thirds of the population increase in the year up to April 2006 was accounted for by migration. Nearly half of immigrants were nationals of the 12 new EU accession states, ten of which joined the EU on 1 May 2004 and the remaining two on 1 January 2007.
- 27% of all immigrants originated from outside the EU and USA.
- More than half of immigrants were aged 25-44 years while a further 29% were aged 15-24. Approximately 1 in 10 of the immigrants were children under the age of 15.
- There were 419,733 non-Irish persons resident and present in the State on Census night. For example, approximately 275,000 of these persons were of EU nationality, 24,000 from the rest of Europe, 35,000 from Africa, 47,000 from Asia and 21,000 from America.
- 87.4% of usual residents categorised their cultural background as “white Irish”, 1% as “African”, 0.1% as “any other Black background”, 0.4% as “Chinese”, 0.9% as “any other Asian background” and 1.1% as “Other including mixed background”.
- Another important set of figures to examine in regard to the issue of immigration is the changes in population by religious grouping between 2002 and 2006. For example, there was a 70% increase in the Muslim population and 100% increase in the Orthodox population.

Bunreacht na hEireann – Irish Constitution

Section 9.3

Fidelity to the nation and loyalty to the State are fundamental political duties of all citizens.

Principles of Integration

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