REPORT FOR THE ONE FOUNDATION

INTEGRATING NEW COMMUNITIES – CHALLENGING RACISM

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Integrating Communities and Challenging Racism

1. Introduction

Ireland has fast become a multicultural society. The introduction of a heterogeneous group of communities results in a rich diversity of peoples with a wide variety of needs. This presents particular challenges to the indigenous population and to new communities attempting to make a life in Ireland. Historically, Ireland has had a predominantly native Irish Catholic population. There are long established Protestant and Jewish communities and growing Islamic, Eastern European and Chinese communities. In recent years there has been a sharp increase in the number of people from a wide variety of other countries settling in Ireland. These include migrant workers, refugees and asylum-seekers. Countries of origin include Romania, Bosnia, Kosovo, Nigeria, Democratic Republic of the Congo, Somalia, Zimbabwe, Algeria, Pakistan, Afghanistan, and Vietnam, the Philippines and from ethnic groups transcending boundaries such as Roma and Kurds. Each ethnic group has its own cultural identity, language and customs.

This chapter attempts to provide information regarding the overall context that might inform grant-giving activity in this area. Section 2 describes patterns of immigration during the past decade focusing on migrant workers, refugees and asylum seekers and separated children; outlines relevant legislation; summarises the evidence of racism in Ireland; outlines efforts to address racism in relation to new communities by government; and the response of non-governmental organisations. The gaps that exist in responding to new communities and, in particular, in relation to challenging racism are described in Section 3 together with an identification of opportunities for DFR to make a contribution to improving matters. Concluding remarks are contained in Section 4.

It is estimated that there are now people from over 160 countries living in Ireland and there has been a proliferation of developing organisations attempting to meet needs as they emerge. This is a complex area which is relatively new for Ireland with an

elaborated and fast developing legislative framework and a clear need for mutual learning on the part of indigenous and new people now sharing this island. The overview contained in this chapter summarises main issues but clearly there is much information to be gathered about the particular challenges facing specific ethnic groups.

2. Context

The needs of new people hoping to settle in Ireland, and how these are responded to, provides the context in which racism in Ireland can be considered and one in which to identify opportunities where funding could make and important difference. We will firstly consider the patterns of migration to Ireland and the likely future trends with reference to the particular groups of people who are choosing Ireland as a country in which to make a new life (2.1). The legislative context is described in Section 2.2 followed by a description of what is known about racism is Ireland (Section 2.3). Initiatives currently being undertaken to combat racism are set out in Section 2.4.

2.1. Migration – Patterns and Trends

 Ireland has had a long history of emigration. During the 1980s nearly half a million people emigrated, with about 2% of the entire population leaving in a single year between April 1988 and March 1989[1]. In contrast, the 1990s were characterised by unprecedented economic growth during which employment rose from just over 1.1 million people at work in the Republic of Ireland in 1988 to over 1.6 million by 2000[2]. Initially those available for employment within the country joined the labour force, most notably women[3]. However from the middle of the decade it became clear that a correlation was developing between immigration and employment and an increasing number of people moved to Ireland to avail of the benefits of the 'Celtic Tiger'.

Not all of those who migrated were non-nationals. Many Irish people who had left Ireland during previous years returned. During 1999, 55% of all migrants were

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[1] Immigrant Council of Ireland, 2003, Labour Migration into Ireland, p. 1.
[2] Ibid. referring to CSO figures for Employment I Ireland (26 counties) 1988-2000
[3] CSO, 1998, A Labour Force Survey.

returning Irish. Of the 47,5000 migrants who came to Ireland in 2002, 18,000 (39%) were Irish[4]. There has been a marked change in patterns of immigration to Ireland from various regions of the world. In 1996, the largest number came from the UK and the rest of Europe (11,300) followed by the USA (4,000) with 4,200 coming from the rest of the world. By 2002 this pattern had changed with 11,200 coming from the UK and the rest of Europe, 1,900 from the USA and 16,400 from the rest of the world[5]. It is estimated that there are now 160 different nationalities residing in Ireland most of whom live in the Eastern counties[6]. At least 147,000 foreign immigrants have come to Ireland between 1996 and 2002, of which almost 57,000 came from countries outside the EU. Due to difficulties with the way in which statistics are gathered the overall figure for non-Irish-born immigrants may, in fact, be closer to 200,000 or 5% of the population[7].

2.2. Migrant Workers

Migrant workers come to Ireland from many countries. In 2002 work permits were granted to people from 134 countries including Latvia (11%), Lithuania (11%), Poland (9%), Philippines (9%), Romania (7%), Ukraine (6%) South Africa (6%), and many others that were allocated less than 5% such as Brazil, Malaysia, Australia, Russia, New Zealand, India, Pakistan, USA, China, Belarus, Bangladesh and Moldova[8]. The majority of migrant workers who come to Ireland are from Central and Eastern Europe and about 25% of these are from states that will not be part of the forthcoming enlargement process[9]. A study commissioned by the EU suggests that most new migrants will choose to go to Austria and Germany and that the likely impact of enlargement on Ireland will be relatively marginal[10].

There are migrant workers (including non-EU migrant workers) in every county in Ireland. The highest concentration is in Dublin with 16,367 followed by Cork with

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[4] CSO Population and Migration Estimates cited in Labour Migration into Ireland, Immigrant Council of Ireland, 2003..
[5] CSO, published September 2002, Population and Migration Estimates, April 2002 cited in Labour Migration into Ireland, Immigrant Council of Ireland, 2003.
[6] Source: Regional Health Strategy for Ethnic Minorities, 2004. Eastern Regional Health Authority
[7] Immigrant Council of Ireland, 2003, Labour Migration into Ireland. p. 12.
[8] Ibid, p. 11.
[9] Ibid, pp. 11-13
[10] EU Commission, 2001, The Free Movement of Workers in the Context of Enlargement, http://europa.eu.int/comm/enlargement/docs/pdf/migration_enl.pdf.

2,882, Kildare with 2,329, Meath with 1,913, Galway with 1,724, Limerick with 1,495, Tipperary with 1,376 and so on to Leitrim with 191[11]

2.3. Refugees and Asylum Seekers

The term 'Refugee' is used as a broad generic term to refer to someone who has left their country of origin as a result of persecution, or fear of persecution, which is given international recognition through the UN definition. The second use of the term 'refugee' refers to someone who has been given refugee status. Refugee status confers all the benefits of citizenship apart from the right to vote. A 'programme' (or quota) refugee is a person who has been invited to Ireland for humanitarian reasons as a result of a decision by the government in response to requests from bodies such as the United Nations High Commissioner on Refugees (UNHCR). In Ireland the majority of Bosnian and Vietnamese refugees received refugee status as programme refugees[12]. 'Convention refugees' are asylum seekers who have been granted refugee status under the terms of the 1951 Geneva Convention. An asylum seeker is someone who has applied for refugee status under the terms of the 1951 Convention. Where a person does not meet the requirements of the 1951 convention, he or she may be granted 'Leave to Remain' and receive a residence permit, which is renewable on a yearly basis. The person can apply for citizenship after 5 years.

The reasons for the existence and increase of refugees are many and varied and can only be understood in the context of global and European trends. The United Nations estimates that there are up to 50 million refugees in the world and about 26 million of these are in areas covered by the UNHCR. The largest concentration is in Africa (9,145,400), and the second largest group are in Europe (7,689,000). It is estimated that the number of refugees has doubled since 1984 and that 80% are women and children. Only 5% of the world's refugees are in Europe and the acceptance rate for asylum seekers in the EU has decreased from 50% to 10% sine 1987[13]. There is less political support for welcoming immigrants as the growth in popularity of far right political parties during the 1980s revealed. Many NGOs are concerned about what has come to be known as 'Fortress Europe'.

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[11] Source: Department of Enterprise, Trade and Employment, figures for 2002.
[12] Consultative committee on Racism and Interculturalism, www.nccri.com/refuges.html
[13] Ibid.

Ireland has witnessed a significant rise in the number of applications for refugee status during the last decade. In 1992 there were 39 applications[14] compared to 11,643 in 2002[15]. However, during the first 11 months of 2003 there were 7,553 asylum applicants. 1,104 were granted refugee status (of which 70% were granted on appeal having been refused initially) compared with 1,990 in the whole of 2002[16]. A number of factors have been suggested to account for the reduction in applications during 2003. Anecdotal evidence suggests that a certain proportion of immigrants who arrived in Ireland did not enter the formal asylum process and a number of asylum seekers were refused entry at a monthly rate of 250[17]. The Supreme Court judgement which ruled that the Minister for Justice had the power to deport the migrant parents of an Irish citizen child could also be a contributory factor although this is hard to determine as there are non-nationals who seek to have children born in Ireland as a means of conferring the benefits of Irish citizenship and access to the rest of the EU on their children without necessarily having plans to reside here themselves.

During the first 11 months of 2003 the top five nationalities to apply for asylum in Ireland were Nigeria 2,979 (39%); Romania 769 (10%); DR Congo 241 (3%); Moldova 226 (3%) and Czech Republic 185 (2%)[18]. Given the number of regions of the world experiencing political upheaval and the uneven distribution of wealth between the developed and developing worlds it is likely that Ireland, along with other Western European countries, will continue to receive refugees and asylum seekers during the coming years. The Dublin Convention (see 2.2.3.4) and the relatively number of direct access routes to Ireland plays a significant role in determining who can apply for refugee status in this country.

Each ethnic group has particular needs in common and faces specific challenges. Religious and cultural differences, language barriers, poverty, social isolation, prejudice and racism make it difficult to adapt to life in a new country. In addition, individuals within each group have their own physical, psychological and emotional needs. Individuals from certain regions are more likely to experience particular problems as a result of violence, torture and persecution. It is generally acknowledged

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[14] Ibid.
[15] Office of the Refugee Applications Commissioner, Annual report 2002, p.66.
[16] Irish Refugee Council Review, 2003.
[17] Irish Examiner, 24th December 2003 quoting Peter O'Mahony of the Irish Refugee Council.
[18] Source, Irish Refugee Council, 2003 Review.

that ethnic minorities tend to be socially excluded and that women refugees, separated children and asylum seekers who have been tortured are particularly vulnerable.

2.3.1 Asylum-Seeking Women.

The majority of refugees in the world are women. Roughly the same number of females and males sought asylum in Ireland in 2002[19]. There is considerable variation in the reasons for women to seek asylum. Those suggested include the following:

- ➢ Women who are political activists, community organisers or who demand that their rights or those of their relatives are respected can be singled out for persecution.
- ➢ They can more easily be sexually abused and can be vulnerable as they seek to protect their children.
- ➢ In many countries gender identity is regarded as being central to national identity and those women who do not conform to social mores and norms or who refuse to abide by a discriminatory law are persecuted on the basis that they are a threat to the structure of the regime.
- ➢ In many countries where women asylum seekers originate they are denied access to the labour market and are particularly disadvantaged as a result. [20]

2.3.2 Separated Children

There has been an increasing number of 'Separated Children' (unaccompanied minors) coming to Ireland in recent years. For example in 1999, there were 32 documented cases of separated children in Ireland[21]. By March 2003, 2,717 separated children referred to the East Coast Area Health Board had come to Ireland. (This area health board has responsibility in the Eastern Region for separated children where the vast majority reside). 1,316 applied for asylum. 1,113 children were reunited with family members who were already living in Ireland. Nigeria, Romania, Sierra Leone, Moldova and Democratic Republic of Congo are the top five countries from which

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[19] Office of the Refugee Applications Commissioner Annual Report 2002, p. 68.
[20] National Consultative Committee on Racism and Interculturalism, www.nccri.com/refugees.html.
[21] Irish Refugee Council, 1999, Separated Children Seeking Asylum in Ireland: A report on Legal and Social Conditions.

separated children have come to Ireland[22]. The Office of the Refugee Applications Commissioner (ORAC) includes a breakdown of the numbers of unaccompanied minors in its published figures relating to application from asylum seekers.12.8% children have been granted refugee status at first instance, 87.2% have had their applications refused and a further 11% did not attend for the substantive interview and were regarded as having withdrawn from the process.

As in the case of adult asylum seekers there has been a recent drop in the number of child applications received. In 2002, 912 young people attended the ORAC seeking to make an application for refugee status or to be reunited with their families. 852 were referred to health boards, which have responsibility for unaccompanied minors, 285 applied for refugee status compared to 600 during the previous year. A further 60 were regarded as not being minors and were dealt with as adults. Persons presenting as unaccompanied minors are offered an opportunity to participate in age testing. This involves an analysis of bone density derived from x-ray. Between the period November 2001 and March 2002 142 young people were age tested. 49 were shown to be over 18 years[23].

A consistent and worrying trend concerning separated children is that less than 5% are identified at a port of entry. The vast majority are only discovered when they present themselves to statutory authorities once they are within the State's boundaries. The degree to which child trafficking is a problem is unknown although anecdotal evidence suggests that as in other European States, these children are vulnerable to exploitation[24]. It is estimated that around 50 unaccompanied minors are pregnant girls or young mothers[25].

2.3.3 Victims of Torture

It is not clear what proportion of asylum seekers and refugees coming to Europe are survivors of torture. Epidemiological studies that the figure is somewhere between 5 and 35%[26]. On this basis a conservative estimate would be that 577 of those who

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[22] Source: East Coast Area Health Board.
[23] Office of the Refugee Applications Commissioner, Annual Report 2002.
[24] Veale, Palaudaries & Gibbons, 2003, Separated Children Seeking Asylum in Ireland, Irish Refugee Council, pp.86-88.
[25] Ibid. pp. 83-84.
[26] Veale, Angela, 2004, An Evaluation of the Centre for the Care of Survivors of Torture, SPIRASI, p.2.

applied for asylum in Ireland during 2002 were people who had been tortured. Those who have been tortured often have related psychological as well as physical needs and face the additional challenges due to the residue of their experience.

2.4 Legislation

. International and European Legislation

2.4.1 The International Convention on the Elimination of All Forms of Racial Discrimination (1965) obliges States Parties to prohibit discrimination on the grounds of race, colour, descent or national or ethnic origin

2.4.2 International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families, 1990. This convention establishes minimum standards of protection for migrant workers and affords rights to their families. It came into force in July 2003 in Ireland.

2.4.3 The UN Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, 1984 prohibits the return of a person to a state where they could face torture.

2.4.4 EC Treaty, Article 13 contains a comprehensive non-discrimination provision which states "Without prejudice to the other provisions of this Treaty and within the limits of the powers conferred upon the community, the Council, acting unanimously on a proposal from the Commission and after consulting the European Parliament, may take appropriate action to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation."

2.4.5 EU Directive 2000/43/ EC, which contains measures towards implementing principles of equal treatment between persons irrespective of racial or ethnic origin. With rights extending beyond those found in Ireland's Equal Status Act, this directive prohibits discrimination on grounds of racial or ethnic origin in access to, *inter alia*, health care and social protection. This

directive, formally implemented in July 2003, holds significant implications for provision of services to persons of ethnic minority groups.

Within the Irish context, legislative and policy commitments relating to the treatment of persons from socially excluded groups include:

> *2.4.6 The Employment Equality Act, 1998* outlaws discrimination in relation to access and conditions of employment on nine grounds including race, religion and membership of the Traveller community. Since its enactment there has been growing case law in relation to discrimination cases on the grounds of race.

> *2.4.7 The Equal Status Act, 2000* outlaws discrimination in relation to access to services on nine grounds including race and membership of the traveller community. The Act also allows for positive action to cater for needs of disadvantaged groups or persons who may require services, facilities or assistance.

> *2.4.8 The Aliens Act, 1935* replaced the *Aliens Restrictions Act, 1914* and the *Aliens Restriction (Amendment) Act, 1919*, grants wide powers to the Minister for Justice to regulate aspects of the lives of non-nationals in the State. This includes their entry to, departure from, movement around and residence in the State.

> *2.4.9 The Immigration Act, 1999* provides that the Minister of Justice may 'require any non-national specified in the (Deportation) order to leave the State within such a period as may be specified in the order and to remain thereafter out of the State'.

There are a number of statutory instruments and administrative procedures that apply to the determination of refugee status in Ireland.

2.4.10 Geneva Convention Relating to the Status of Refugees, 1951. This is the parent instrument providing an international legal framework outlining the criteria of refugee status and was signed by the Irish government in 1956.

2.4.11 The Refugee Act, 1996 as amended by the *Immigration Act, 1999* is the main statutory instrument in domestic legislation.

2.4.12 Procedures for Processing Asylum Claims in Ireland, 1997, developed by the Department of Justice, Equality and Law Reform, amended in March 1998 and January 2000.

2.4.13 The Dublin Convention, 1990 allows for the transfer of applicants to a different EU Member State through which the applicant has travelled on route to Ireland.

Legislation relevant to Unaccompanied Minors

2.4.14 Refugee Act 1996, Section 8 (5) provides that immigration officers shall inform the relevant Health Board when an unaccompanied minor is identified.

2.4.15 The Child Care Act, 1991 makes provisions for the welfare and protection of children applies to all minors in the state regardless of country of origin.

2.5 Racism

Racism in Ireland is evident at both individual and institutional levels. Individuals who experience racism may be assaulted, abused and harassed. Institutional racism is often unintentional and can be the result of a lack of appropriately sensitive planning leading to failures in service provision accessible to ethnic minorities. Irish studies which have examined the lives of non-EU nationals living in Ireland have identified newly-arrived foreigners, especially asylum seekers as being amongst the most likely

to experience racism[27]. A review of existing surveys of attitudes toward ethnic minorities' experiences of discrimination undertaken by Garner and White (2001)[28] provides interesting findings together with detailed analysis and comment. Surveys reviewed included a Barometer Survey (sample size 1,200 adults), June 2001; Amnesty International: *Attitudes to Minorities* (sample size 1,200 over 15 year olds), April 2001; Mac Lachlan and O'Connell '*Cultivating Pluralism'*, 2000(4 small scale studies); Keogh '*Talking about the Other: A view of How Secondary school Pupils Construct Opinions about Refugees and Asylum Seekers*', (carried out in 4 schools); Amnesty International: *Minority Experiences of Racism* (sample size 622) April-June 2001. Notwithstanding some methodological differences and inconsistencies between these various surveys the authors have been able to draw some broad conclusions including the following:

➢ Significant levels of racist hostility and feelings exist in Ireland;

➢ Racism appears to be endemic and structural "*with the frequency of incidents of racism in relation to state agencies and public amenities and facilities at a point where minorities have already formed the opinion that the government is failing in its duty to educate the public about racism and the Gardai is failing in its duty to protect them adequately".[29]*;

➢ Politicians and the media have an important role to play in combating racism given the widely held assumptions about 'race' and immigration. The importance of unambiguous leadership and good example is emphasised;

➢ Hostile attitudes towards others are more likely to be held by older people, with less formal education, in lower social classes, living in more rural areas.

There are frequent reports of racist incidents appearing in the media, notwithstanding the fact that some argue that certain media have been less than helpful in playing a

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[27] Begley, M. 2001 Asylum in Ireland in the Stranger in Our Midst: Refugees in Ireland: Causes, Experiences, Responses. Kimmage Mission Institute of Theology and Cultures.
[28] Garner, S. and White, A. Racist Attitude in Ireland: Baseline Research for the Anti-Racism Public Awareness Programme prepared for the Department of Justice, Equality and Law Reform, 2001.
[29] Ibid. Pp. 39-40

role of combating racism. As one author concludes "*The Irish media has been less than assiduous in meeting...obligations with regard to debating racism and immigration in Ireland*"[30].

The National Consultative Committee on Racism and Interculturalism (NCCRI) record incidents of racism and produce six-monthly reports detailing same. For example between May and October 2002[31], 67 incidents of racism were reported. 50% occurred in Dublin, 35% in rural areas and 15% in urban areas outside Dublin. This represented a 60% increase on the number of incidents reported during each of the previous six-month periods. During the period November 2002 to Aril 2003 48 racist incidents were reported. The dispersal of these incidents throughout urban and rural settings was similar to that of the previous six months[32]. Reported incidents of racism took the form of assaults, abuse and harassment (including sustaining knife wounds, punching and kicking); incidents related to the delivery of public and private services (relating to health, education, transport and housing); and the production of misinformation and offensive material. With regard to the latter the NCCRI report that there has been an upsurge in racist and offensive literature. In July 2002 a group describing themselves as 'concerned citizens' in Limerick distributed leaflets encouraging people to visit a website that contained racist material. There were at least 7 such websites with a specific focus on Ireland at that time. In the period around the last general election and the Nice Referendum stickers were put on lamp-posts in Dublin and some other areas encouraging people to 'take action' on the 'invasion' of foreigners[33].

It is important to make the distinction between racism and *discrimination*, as these do not always co-exist. For example, not everyone with racist views acts in a discriminatory manner *and* inadvertent discriminatory practices are possible amongst those who hold anti-racist views or amongst institutions that design services with the majority of the population in mind without considering how this may, or may not,

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[30] Guerin, P. Racism and the Media in Ireland: Setting the Anti-Immigration Agenda in Racism and Anti-Racism in Ireland, edited by Lentin, R and McVeigh R. 2002, p. 100.
[31] , Report of Incidents Related to Racism May to October 2002, National Consultative Committee on Racism and Intercultralism, pp.1-6.
[32] Report of Incidents Related to Racism, November 2002 to April 2003, National Consultative Committee on racism and Interculturism p.2
[33] Report of Incidents Related to Racism, May to October 2002, National Consultative committee on Racism and Interculturalism, p. 8.

impact on minority groups. Within the context of the Employment Act (1998) and the Equal Status Act (2000) a distinction is made between 'direct' and 'indirect' discrimination. The former involves less favourable treatment on the grounds of race, colour, nationality, ethnic or national origin, or religion. 'Indirect' discrimination usually occurs in institutional settings involving the provision of services or education or in recruitment and promotion procedures and practices.

2.6 Government Responses

2.6.1 Policy and Planning

Arising from commitments in the *Programme for Prosperity and Fairness* the Minister for Justice, Equality and Law Reform established a Working Group on Equality-Proofing in September 2000 with the objective of devising an impact assessment method for public policy-making across the nine discriminatory categories covered by equality legislation.

The current social partnership agreement[34] *Sustaining Progress* expresses commitments towards the delivery of a fair and inclusive society by various means, including actions aimed at reducing health inequalities, improving access to public health services and ensuring equality for all.

The review of the National Anti-Poverty Strategy under the Programme for Prosperity and Fairness published in February 2002 makes specific reference to vulnerable groups such as migrants and ethnic minorities. The stated aim is to ensure that members of minority ethnic groups are not more likely to experience poverty than majority groups. Specific objectives include tackling racism, discrimination and related intolerance.

The principles of the Quality Customer Service initiative for customers and clients of the public service were published in July 2000 and include commitments to ensure the rights to equal treatment enshrined in equality legislation, to accommodate diversity, and work to eliminate barriers to access to services for people experiencing poverty and social exclusion.

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[34] Sustaining Progress: Social Partnership Agreement, 2002-2005.

In addition to these initiatives there is a range of strategies and organisational policies aimed at addressing racism. Health, education and social welfare are of particular importance.

The National Health Strategy 2001[35] is guided by core principles of equity, people-centredness, quality and accountability. This strategy contains a number of recommendations and actions, aimed at targeting health inequalities, especially as they apply to socially excluded groups with special health and care needs.

The National Health Promotion Strategy[36] acknowledges the need to develop appropriate, sensitive, responsive health promotion programmes in order to facilitate improvement in health status and social gain of all persons from traditionally excluded or disadvantaged groups. It requires the development of both mainstream and individual actions to address inequities or disadvantages faced by certain groups.

The Primary Health Care Strategy[37] emphasizes the commitment of the health system towards ensuring a more equitable, accessible, appropriate and responsive range of quality basic health and personal social services for all. Intrinsic to this strategy is the involvement of the community in planning and developing health services to meet the health and social care needs of their own communities.

The White Paper on Adult Education[38] includes equality and interculturalism in its core principles and identifies equality of access, participation and outcome for participants as key priorities. The Curriculum Development Unit has developed resource materials for the CSPE programme dealing with racism and cultural diversity in consultation with the NCCRI. A Higher Education Equality Unit has been established and has given attention to developing anti-racism guidelines for third level institutions.

The Department of Social and Family Affairs has developed a range of training and awareness-raising programmes to support staff that deal with the public.

2.6.2 Agencies

The two main agencies established by the state to combat racism are the Equality Authority (EA) and the National Consultative Committee on Racism and

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[35] Quality and Fairness: A Health System for You, Health Strategy, Department of Health and children, 2001.
[36] The National Health Promotion Strategy 2000-2005, Department of Health and Children, 2000.
[37] Primary Care: A New Direction, Department of Health and Children, 2001.
[38] Adult Education in an Era of Lifelong Learning, 2000.

Interculturalism (NCCRI). The EA is an independent body set up in October 1999 under the Employment Equality Act, 1998 and replaced the Employment Equality Agency. Its mandate was further expanded under the Equal Status Act, 2000 which gives it a dual role of combating discrimination and promoting equality in the areas covered by the legislation. The EA provides information on a range of relevant statutory instruments and legal advice or legal representation for those making claims of discrimination under equality legislation. The work of the EA includes the development of codes of practice and the provision of support for equality reviews, action and research. The EA is concerned with discrimination on nine grounds covered by equality legislation i.e. gender, marital status, family status, age, sexual orientation, disability, religion, race and membership of the Traveller community. Government funding for the EA in 2002 was €5.029m.

The NCCRI is a partnership of government departments, agencies and non-government organisations that was established by the Department of Justice, Equality and Law Reform in July 1998. This committee builds on the work begun by the Irish National Coordinating Committee of the European Year Against Racism (1997). The overall aim of the NCCRI is to provide an ongoing structure to develop programmes and actions aimed at developing an integrated approach against racism and to act in a policy advisory role to the government. For example, the NCCRI has prepared briefing papers to a number of government departments including Education and Science, Social and Family Affairs, Enterprise, Trade and Employment as a means of resourcing them to prepare customer action plans. Guidelines have also been produced to assist organisations develop training on anti-racism and interculturalism[39] and to address racism and support interculturalism[40]. They have had a lead role in developing a national anti-racist campaign entitled 'Know Racism' and have been at the forefront of the consultative process[41] that has resulted in the drafting the National Action Plan against Racism by the Department of Justice, Equality and Law Reform. This Draft is largely based on the discussion document 'Toward a National Action

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[39] Guidelines on anti-Racism and Interculturalism Training, 2001, National Consultative Committee on Racism and Interculturalism.
[40] Guidelines for Developing a 'Whole Organisation' approach to Address racism and to Support Interculturalism, 2003, National Consultative Committee on Racism and Interculturalism.
[41] Diverse Voices: A summary of the Outcomes of the consultative Process and a Proposed Framework for the National Acton Plan against Racism, July 2003.

Plan Against Racism'[42]. This document sets out a range of government initiatives that have been undertaken to combat racism. This preparation of a national plan arises out the World Conference Against Racism, Racial Discrimination, Xenophobia and related Intolerance (WCAR) held in Durban, South Africa in September 2001 under the aegis of the office of the High Commissioner for Human Rights. The WCAR Programme of Action urges States *to establish and implement without delay national policies and action plans to combat racism, racial discrimination, xenophobia and related intolerance*.

The NCCRI also has responsibility to work with the EA to act as the national focal-point for racism in Ireland linking with the EU Monitoring Centre on racism based in Vienna, hence the production of regular reports describing and quantifying reported incidents of racism. In August 2000 the NCCRI developed a 'Community Development Support Unit'. One of the aims of this Unit is to provide technical assistance and capacity building supports to ethnic minority and solidarity groups. The NCCRI operates a small grants scheme available to community organisations.

In 2000 the NCCRI introduced an Anti-Racism Protocol for Political Parties and a Declaration of Intent for Candidates of Elections. This protocol has been signed by all the political parties in the State and obliges signatories to ensure that election campaigns are run in such a way that they do not incite hatred or prejudice on the grounds of race, colour, nationality or ethnic or national origin, religious belief and membership of the Traveller community. Government spending on the NCCRI in 2002 amounted to €0.34m.

The Office of the Director of Equality Investigations was established in October 1999. It provides redress for victims of discrimination on any grounds covered by the Equality Legislation in employment, and in the area of provision of goods and services. Complaints can be lodged with the Director and findings are published in each case. Government funding for this Office was €1,803m.

Following the Belfast Agreement, the Human Rights Commission was formally established under the Human Rights Commission Act, 2000. This independent body has responsibility to review the adequacy and effectiveness of our laws in relation to the protection of human rights in the widest sense. The Commission has established a sub-committee on racism drawn from its own membership and the members of the

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[42] Towards a National Action Plan Against Racism in Ireland, Department of Justice, Equality and Law Reform, March 2002.

Northern Ireland Human Rights Commission. Government spending on the Human Rights Commission in 2002 was €1,292m.

In July 2000 the Garda Racial and Intercultural Office was established operating under the auspices of the Garda Community Relations section. This Office is responsible for coordinating, monitoring and advising on all aspects of policing in the area of racial, ethnic and cultural diversity. The Garda Racial and Intercultural Office won an award of €30,000 as an innovation prize from the EU.

2.6.3. Awareness-Raising

The three-year National anti-Racism Awareness programme 'Know Racism' was officially launched on 24 October 2001[43]. This Programme offered support through grant schemes to assist community groups, including minority ethnic groups, with anti-racism initiatives. In addition, the Programme undertook a number of partnership ventures. For example, €199,000 was allocated to fund an advertising campaign 'to raise awareness about the Anti-Racist Workplace Week. This was a joint venture between the EA, IBEC, ICTU and the Construction Federation. €50,000 was provided to promote International Day Against Racism 21st March 2002 and the related European Day against Racism 18th – 22nd of March 2002.

2.6.4 Funding and Support for Ethnic Minority Groups

In addition to the grant scheme which formed part of the 'Know Racism' campaign. The European refugee Fund was introduced in 2001 and has been used to support projects related to the reception and support of asylum seekers and refugees. This fund is administered by the Reception and Integration Agency which allocated €1,270,000 to agencies in 2001 and €787,238 in 2002.

Funding for a continuation of governmental activities to combat racism will be considered within the context of the National Action Plan against Racism.

2.7 Non-Governmental Response

There is a wide variety of NGOs concerned with racism and discrimination. Organisations vary in terms of focus, size, geographical location, length of time

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[43] www.knowracism.ie

established, funding arrangements, and whether they are primarily led by indigenous Irish people or, for example, asylum seekers and refugees themselves. Almost all NGOs include anti-racist themes and aims in their work amongst a range of related activities that focus on lobbying, direct support for individuals or minority groups or support of organisations providing direct services.

Although discrete categories are difficult to draw it is possible to group examples of like organisations for the purpose of gaining some sense of NGO activity in this sector.

2.7.1National Support/Campaigning/Networking Organisations.

The majority of organisations in this category deal with either migrants or refugees and asylum seekers.

Organisations dealing specifically with migrants include the *Immigrant Council of Ireland.* This is a new organisation established by *'Social Innovations* Ireland' an organisation established by Sr. Stanislaus Kennedy in 2001. It is a national independent agency that seeks to respond to emerging needs of immigrants in Ireland. Most significantly the Immigrant Council of Ireland have commissioned and published two substantial reports dealing with labour migration[44] and guidelines on immigrants' rights and entitlements[45] and have involved recognised experts in their work. One exception identified is that of *Integrating Ireland* which is an independent network of community and voluntary groups concerned with supporting the integration of migrants, refugees and people seeking asylum in Ireland. This organisation has a developed local, regional and national structure and is headed by a Congolese person (the only full time paid employee) with a coordinating committee made up of representatives of regional networks and national organisations. The emphasis is on providing information, sharing resources, providing opportunities to offer mutual support and providing anti-racist training. This organisation is relatively new and survives on limited funding from the Irish Refugee Fund and private donations

The Columban Fathers established the *Migrant Rights Centre* two years ago. While this organisation is involved in lobbying on issues concerning work permits and other

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[44] Labour Migration into Ireland; Study and Recommendation on Employment Permits, Working conditions, Family Reunification and the Integration of Migrant Workers in Ireland, 2003, Immigrant Council of Ireland.
[45] Handbook on Immigrants rights and Entitlements in Ireland, 2003, Immigrant Council of Ireland.

matters, it is primarily a direct service agency. Migrant workers receive support and advice on a range of issues of concern to them. This centre is working to establish a migrants' forum to help build capacity in this area and has supported the setting up of a Domestic Workers' Support Group.

There are also a number of organisations at national level that are concerned with the needs of refugees and asylum seekers. The *Irish Refugee Council* (IRC) is one of the best known and respected organisations working in the refugee area. It has offices (temporary) in Dublin and Ennis and has been established since 1992. This is a membership organisation with an elected executive committee open to individuals and groups who support its aims which include ensuring that Ireland's asylum and refugee policy and practice fully respect international law and the human rights if asylum seekers; promoting public awareness of asylum and refugee issues and serve the networking, information and advocacy needs of the asylum-seeking/refugee community. The IRC campaigns on legal and social issues from evidence-based positions and, to this end, commissions and supports relevant research (most recently highlighting the needs of separated children). A key element of the work of the IRC is the provision of legal services, albeit on a limited scale. The IRC has successfully struggled against significant obstacles in the past and has emerged as a strong organisation credited as having been successful in influencing positive developments in legislation and policy. The IRC also plays a significant role in identifying needs and supporting the development of appropriate responses.

The *Refugee Information Service* (RIS) was established to provide specialist information, advice, advocacy and a referral service for refugees and asylum seekers, to support community groups and the network of Citizen Information Centres and to provide information to the general public on relevant issues. The ethos of the RIS is anti-racist as it seeks to disseminate information on rights and entitlements of refugees and asylum seekers. The RIS has developed an independent, confidential service for refugees and asylum seekers. The organisation was established as a result of cooperation between the IRC and the Citizens Information Centres and has a board of management comprising voluntary and statutory representation. Other initiatives seeking to inform refugees and asylum seekers includes *Irish Haven*[46] which provides a website dedicated to providing information in a clear and easily accessible format.

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[46] www.irishhaven.org

One of the most pressing needs for people newly arrived is to understand the situation in which they find themselves and, in particular, to access services appropriately. *Access Ireland* was established with the support of the IRC in 1998 as a refugee social integration project. This organisation has established a 'cultural mediation' and interpretation project that aims to improve the utilization of health and social services by people seeking refuge in Ireland. Their objectives include developing the skills of refugees in cultural mediation and interpreting skills, producing resource material and networking and community development. They are committed to developing training materials to promote intercultural awareness and good anti-discriminatory practice amongst service providers. Co-funded by FAS, the Northern Area Health Board and the National Committee for Development Education/Ireland Aid they have produced a resource pack setting out stages of intercultural competency and explaining cultural perceptions of health, illness and treatment with clear guidelines on finding information[47]. *Access Ireland* involves refugees centrally in management, staff and training aspects of the project.

There are other national organisations, such as CAIRDE, concerned with tackling ethnic minority health inequalities.

A number of religious organisations have become involved in supporting refugees and asylum seekers as a natural sequence to their work in developing countries. The *SPIRASI-Spiritan Asylum Seekers Initiative* incorporates the *Centre for the Care of Survivors of Torture established by the Holy Ghost Fathers*. This centre provides a specialist service based in Dublin (North Circular Road) but receives referrals from all health boards in the country[48]. The Daughters of Charity have traditionally provided services to those with learning disability and to disadvantaged children and families. They are now providing childcare services to asylum seekers in the largest reception centre catering for almost 800 people comprising 52 nationalities. These children and their parents live in 'direct service provision' *Mosney*, North Dublin awaiting the outcome of applications for refugee status. As with other reception centres around the country residents may be in Mosney for periods of up to 2 years where they receive accommodation, meals, and €19.20 per week per adult while they are not allowed to work. The only organised activity for preschool aged children is provided by the

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[47] Intercultural Resource File, Access Ireland Refugee and Social Integration Project, 2002.
[48] An Evaluation of the Centre for the Care of Survivors of Torture, SPIRASI, 2004.

Daughters of Charity Services who cater for toddlers and older preschool children in groups offering some experience of early education and support to parents.

2.7.2 Local Support Groups

There are a variety of locally-based non-governmental organisations that aim to respond to the needs of the growing number of immigrants throughout the country. *NASC*, the Irish Immigrant Support Centre is a Cork-based agency working with immigrants in Munster providing information on accommodation, education and training; English classes and interpretative service. Other such organisations include *DORAS Limni*, the *Galway Regional Support Group,* the *Westport Refugee Support Group* and the *County Monaghan Roma Support Group.* There are also some Area Based Partnership Companies becoming involved in working with migrants and refugees such as the *Southside Partnership Refugee and Asylum Seeker Support Network.*

2.7.3 Solidarity Groups

There are several support and solidarity groups that are generally run by refugees and asylum seekers. Many of these have developed quite recently and are only becoming established. One of the better known is the *African Refugee Network,* which was mentioned during a number of consultations particularly because of its innovative work with women. The general aim of this organisation is to promote the integration of African refugees and asylum seekers and fight against discrimination. The Bosnian Community Development Project was also singled out for particular mention. This project works with Bosnian programme refugees and provides information and organises cultural, sporting and social events. Others include the Association of Russian Speakers, the Cuban Solidarity Network, Kosova-Ireland Solidarity,

2.8 Summary

The context in which funding opportunities can be considered is characterised by a fast-changing environment in which needs and organisations attempting to respond are multiplying. The state has invested a modest amount of funding given the proliferation of needs and the majority of this is used to respond to difficulties as they emerge rather than on positive promotion of integration. NGO activity at national and

local levels focuses variously on campaigning, networking and supporting the growth of new organisations as well as direct service provision mainly in the form of information, advice and assistance with the development of skills. Solidarity groups often led by asylum seekers have developed in a number of areas. Refugees and asylum seekers are particularly prone to being discriminated against and within this group; women, separated children and survivors of torture are particularly vulnerable and face additional challenges in integrating into Irish society.

3. Gaps and Opportunities for the One Foundation

In identifying gaps there are a number of observations that can be made about the governmental and non-governmental responses to new communities coming to Ireland. In relation to the response from government, clearly efforts are being made to sensitise public services to meeting the needs of ethnic minority groups by way of training and awareness-raising programmes. This is a particular challenge given the increased level of staff turnover in recent years. The proportion of staff that has participated in training and awareness raising programmes is not clear and it would be interesting to know if anything approaching critical mass coverage has been achieved. The outcomes of such programmes in terms of how they impinge on new communities would also be of interest.

Much work is being undertaken by both the EA and the NCCRI. The provision of expertise for the development of policy and planning, monitoring and responding to incidents of racism and discrimination as defined by equality legislation is critical work. The opportunity to seek redress for individuals discriminated against is essential in any civilised society. Proactive work to combat racism has been more limited. The EA are mainly engaged in reacting to breeches of legislation and, as such, provide a critical service.

The establishment of the NCCRI represents the main expression of proactive work in this area. This Committee has undertaken an impressive array of initiatives since it was established on a very limited budget. The 'Know Racism' campaign was also a proactive initiative. While this was probably helpful in contributing to the general community's sense that we are now living in a multicultural society it is doubtful if media advertising is a very effective way of combating racism. Direct, positive

experience of interacting with people who are devalued because they are different is much more likely to be effective. However the importance of a government sponsored campaign of this nature cannot be underestimated as a means of providing positive leadership in this area. A broader, more sustained approach would have a better chance of reaching more people. A development of this campaign may be envisaged in the government's national plan.

Apart from a few experienced, established groups the non-governmental sector is characterised by a proliferation of fledgling organisations many of which are struggling to stay in existence in an unsure funding environment. Even more established groups are significantly challenged by the task of securing resources and the sharp increase in new people entering Ireland places many possible responses beyond reach.

National groups and those direct service providers with some capacity to engage in networking, campaign to bring about improvements in legislation and policy. Where resources allow, they commission much needed research in order to inform credible positions and lobby the media. Issues such as the policy of not granting work permits to those who have applied for refugee status (especially when they have been in the country for more than six months) and opposing a policy of deporting non-Irish parents of Irish-born citizen children, have been the focus of activity.

Given the very real and urgent needs of many people who come to Ireland in difficult circumstances NGOs tend, in the main, to be absorbed with finding resources to help meet these needs. These can include access to health and accommodation and the necessity of learning English as a means of overcoming communication difficulties and reducing alienation. There is a clear understanding that racism and discrimination can create additional barriers for newcomers trying to access services and employment opportunities and can generate additional needs associated with being stigmatised. Many NGOs seem to be aware that a lack of competency in a new situation can contribute to an image of dependency and seek to equip newcomers with information and skills as they attempt to find ways to promote the positive contribution new people can make to creating a rich and diverse intercultural society. However, this demands intercultural adaptation on the part of new communities at a rapid pace. Ways in which the general community can assist clearly need to be supported. Acess Ireland identifies "*One of the causes of negative reactions to*

newcomers to a society is the feeling that they don't fit into or threaten 'our way of doing things around here'." They go on to point out that "*…if we remember that 'our way of doing things' is constantly changing and that all cultures have accommodated newcomers over centuries, then any changes which occur in response to the newcomers' presence can be seen as a normal process rather than a threat. It is important when working with newcomers to realise that they have had to adapt almost immediately to the new environment in which they find themselves.*"[49]

Solidarity groups tend to be established by asylum seekers for whom it is a challenge to set up and lead developing groups. They often lack the requisite management skills that would enable them to put appropriate internal procedures in place or to strategically plot a successful survival course for such organisations. Trying to compete with other, more established, organisations for funding is also difficult. Many funders are more interested in supporting specific project activities than capacity-building initiatives. If asylum seekers are granted refugee status they also have to manage the process of settling families, securing jobs etc. and this can erode the energy for the task of trying to keep solidarity groups afloat thus reducing the impact of these organisations.

Reviewing the area in general indicates that opportunities to offer funding in a way that would make a very significant difference to the lives of new communities in Ireland are in no short supply. There are a number of choices worth considering.

3.1. Challenging Racism – How?

There are several ways that this can be tackled but it is obviously better to invest funds in initiatives that are likely to bear most fruit. Advertising campaigns may have beneficial effects but their impact should always be evaluated, as they are relatively very expensive. No amount of telling a person that someone that they devalue has worth can replace actual experience that confirms for them that this is the case. Promoting opportunities for interaction in the context of integrated activities would be very worthwhile. This is a possibility that could be easily explored with statutory and voluntary agencies. There are number of groups that are taking a community development approach which could be targeted. These include *Access Ireland* and

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[49] Intercultural Resource File, Access Ireland Refugee Social Integration Project, 2002.

groups that can readily be identified by the NCCRI and the national organisations such as the *Irish Refugee Council* and *Integrating Ireland*.

Supporting the development and dissemination of training and resource materials would also be beneficial. Schools are an obvious place to raise awareness of anti-racist issues. The INTO has produced guideline's for schools focusing on valuing difference and combating racism[50]. They have also produced a reference guide concerning education support for children from ethnic minority groups[51]. As mentioned above, the Curriculum Development Unit has also developed resource materials for CSPE. Ways need to be explored as to how children can be involved in integrated activities in order that they have first hand experience of interacting with children from different ethnic backgrounds.

These ideas are worth exploring but confining grant giving to initiatives that have an exclusively anti-racist focus would represent a limited approach. The fact of the matter is that while coping with racism is a very real and problematic challenge for many new people in Ireland, they often have such a range of other, albeit related, needs that could be met if resources were well placed. No doubt, this is why many NGOs have a range of objectives that include combating racism along with others that focus on direct service provision, developing solidarity and campaigning for improvements. It would be very helpful if funding could be made available for organisations working against racism *and* undertaking related activities. This would be very beneficial in itself and would also contribute to the development of more positive attitudes to new communities as they are supported to become competent contributors to society rather than dependents or 'scroungers'.

3.2 What to Fund - Project Activity? Core Costs? Capacity-Building?

A perennial problem for NGOs in this field is that of securing resources, not just to undertake specific programmes of work that directly impact on service users/clients but to fund core costs of the organisation and to undertake capacity-building initiatives. Funders are often attracted to direct service provision or specific projects, such as a research study, but less convinced that they might spend money on supporting core costs. Some NGO leaders quite rightly do not use this kind of

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[50] INTO Intercultural guidelines for Schools: Valuing difference, Combating Racism: Promoting Inclusiveness and Equality.
[51] The Challenge of Diversity: Education support for Ethnic Minority Children, INTO, 1998.

breakdown when presenting budgets and simply build in the necessary administrative and management support costs of each activity to that project budget. As organisations grow they, quite sensibly, share management and administrative supports across a range of project activity and the division between project and core costs becomes more obvious. There is a real opportunity to make a distinctive and strategic difference in this area by contributing to **funding the core costs** of a number of organisations. The *Irish Refugee Council* is a good example of an organisation that could benefit enormously from core-cost funding given the learning and experience it has to offer within and outside the sector and the strong leadership present in the organisation. Not only doe's core-cost funding release energy that can be used to get ahead with the 'real' work, it also places an NGO in a much stronger position in its dealings with statutory agencies.

Many smaller organisations have a clear need to have administrative and management support. While small organisations could be funded separately to meet these needs, there is an argument for a **shared service model** that could be developed regionally. Given the importance of not contributing to the segregation and consequent stigmatisation of individuals or groups, this could be piloted as a shared service between community groups meeting the needs of existing communities and groups focussing on the needs of newcomers or ethnic minorities. Pilots could be established in rural as well as urban settings. Invitations from organisations could be sought as a means of identifying intermediaries for this kind of initiative. The advice of the NCCRI would also be helpful.

Given the number of very new organisations in this area there is a clear need for capacity-building initiatives. All of the national groups mentioned would be helpful in identifying specific recommendations and the means to implement them. The need for capacity-building is not just confined to smaller, newer groups. For example *Integrating Ireland* is supporting the development of a national network of agencies and groups and, while there is currently strong leadership at national level, there is also a need for capacity to be built at national, regional and local levels.

In sum, we would argue for investment in core costs, capacity-building initiatives *as well as* project activities targeting specific needs.

3.3 Learning English and developing computer skills.

Some support agencies (e.g. CEIM, the Centre for Education and Integration of Migrants, SPIRASI) work to address these needs. Opportunities for language learning and the acquisition of computer skills amongst non-English speaking communities are inadequate. Organisations seeking to meet this need could be funded to sustain and extend their activities in this area.

3. 4 Interpretation and Cultural Mediation.

There is a critical shortfall of independent interpretation services and what has come to be known as 'cultural mediation' defined as the "*process through which a person who could be termed a cultural mediator or a bi-cultural link worker facilitates communication when misunderstandings or conflicts due to cultural and linguistic differences pose actual or potential barriers between people of different backgrounds and service providers*"[52].

Access Ireland has developed expertise in this area and could be funded to make further progress.

3.5 Health

Accessing health services in Ireland can be a challenge for the indigenous population quite apart from the additional barriers faced by people who have different cultural attitudes to health issues and do not speak English. There is a need to provide newcomers with information on health care services and to support them to access these appropriately. Apart from the organisations mentioned above HIP (Health Information Programme) is based in north Dublin and aims to provide asylum seekers with information on health services. This is a project supported by the Northern Area Health Board that reportedly, has developed a successful model that would bear replication, funding permitting.

3.6 Accommodation

Many refugees and asylum seekers are in direct service provision, which means that they have board and lodgings provided. The social welfare that they would otherwise receive is withdrawn to cover costs leaving individuals in receipt of €19.20 per week.

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[52] Source: www.accessireland.ie/cuturalmediationp.html

Even with such meagre amounts of money some asylum seekers manage to send money back to relatives in their countries of origin. Obviously accommodation for new people in Ireland is a critical challenge especially within the context of racism and very expensive property prices. This is a considerable area itself with clear opportunities to make a difference in the lives of vulnerable members of new communities.

3.7 Employment
There are specific challenges facing members of new communities in securing employment. Many people who emigrate to find a better life are resourceful and ambitious and have been described as 'self-selected survivors' who represent a 'brain drain' from developing regions. Some who are qualified to hold certain positions in their own countries (albeit poorly paid) find that their qualifications are not recognised here and have to take positions more suited to unskilled labourers. Many reportedly find it difficult to secure capital or start up grants to develop their own businesses. Illegal workers are particularly vulnerable to exploitation. Much could be done to assist members of ethnic minority groups to become established in their own businesses or to acquire necessary qualifications and training to access employment opportunities. The *Migrant Rights Centre* has good insights into what is needed on the basis of their direct contact with migrant workers. The *Immigration Council of Ireland* has a range of specific recommendations based on research findings that would improve the situation. Integrating Ireland has creative ideas about what would be helpful.

3.8 Women and Children
Women and children can be particularly vulnerable in new, and sometimes hostile, situations. Some organisations offer specific support to women such as the African Refugee Network (now jeopardised due to lack of funding). Other organisations are working directly with the children of asylum seekers such as the Daughters of Charity and require funding to expand their activities. Barnardos have developed a proposal to work with children and parents in the East Coast Health Board.

3.9 Separated Children

Children who are separated have a range of needs not being met and are particularly vulnerable to exploitation. The Eastern Regional Health Authority submitted a proposal, developed with the East Coast Area Health Board (which has responsibility for separated children in the Eastern Region i.e. Dublin, Wicklow and Kildare), to the Department of Health for needs to be addressed in 2004. No funding was allocated for this purpose. Agencies that have a track record of working with vulnerable children such as Barnardos and the Daughters of Charity are credible channels through which one might begin. The *Irish Refugee Council* has been active in promoting the particular needs of this group and has commissioned research (cited earlier) identifying initiatives required.

3.10 Survivors of Torture

Those who have been tortured face particular difficulties[53]. The only agency working exclusively to address the needs of survivors of torture is the Centre for the Care of Survivors of Torture (CCST). The CCST provides medico-legal, therapeutic and outreach services to survivors of torture. Whilst working to address the physical and psychological needs of those who are referred, they also place an emphasis on assisting clients to gain access to other appropriate services and to the jobs market. They have been accredited by the International Rehabilitation Centre for Torture Victims and provide a much needed service in Ireland. Quite apart from the need for additional resources to expand their services, funding is required to *sustain* existing levels of activity.

3.11 Campaigning and Lobbying

In addition to direct service provision the importance of the work undertaken to improve the environment for new communities also needs to be supported. In particular organisations that adopt considered, evidenced positions are needed as there is a worrying growth of groups promoting poorly thought through, emotionally-based demands that arguably do more damage than good. Of the organisations identified the *Immigrant Council of Ireland* and the *Irish Refugee Council* are both worthy of

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[53] For a fuller understanding of the experiences of survivors of torture see Torture by Mohammed As-Sader in the Stranger in Our Midst: Refugees in Ireland: Causes, Experiences, Responses, Kimmage Mission Institute of Theology and Cultures, 2001.

consideration. Allied to this is the need for research funding to *supply the evidence* for informed campaigning that is more likely to be successful.

4. Conclusion

This chapter has reviewed the situation with regard to new communities in Ireland offering some information on patterns of immigration, the legislative and policy framework, the existence of racism and the response of governmental and non-governmental agencies to challenging racism and meeting the needs of minority groups. Irish society has become multicultural in the very recent past and attempts to meet the challenges this produces are relatively new. There is a proliferation of new fledgling organisations in addition to more established groups working in this area. An argument is made for the support of capacity-building initiatives, funding core costs and shared services to ensure appropriate administrative and management support are put in place in addition to project activities to meet specific needs. A range of specific needs is described with some suggestions concerning ways to resource activity that would be beneficial.

This research has been limited by the timescale allocated for completion and it is important to point out that projects mentioned are examples and are not selected on the basis of a comprehensive review of all organisations in the field. However, there is sufficient reliable information to move forward to more specific decisions that would greatly benefit this area of work.

APPENDIX ONE

AGENCIES/PERSONS CONSULTED.

1. Irish Refugee Council, Peter O'Mahony, Chief Executive.

2. National Committee on Racism and Inteculturalism, Philip Watt, Director.

3. Integrating Ireland, Jean Piere, Eyanga, National Coordinator

4. Immigrant Council of Ireland, Denise Charlton, Chief Executive Officer.

5. Centre for Victims of Torture, Mike Walker, Funding and Communications

6. Eastern Regional Health Authority, Alice O'Flynn, Director of :Homelessness and Addiction, Yvonne O'Niell, Service Planner for Children and Families.

7. Daughters of Charity, Liam O'Dlaigh, Senior Manager, children and Family services (including services at Mosney Reception Centre)

8. Barnardos East Coast Region – Refugees, Grainne Burke, Regional Manager

9. Teresa Galvin, TCD, Anthropologist

10. Teresa Blake, Barrister

11. INTO, Publications Unit.