



European Foundation for the Improvement of Living and Working Conditions

Case Study on Diversity Policy in Employment and Service Provision

Dublin, Ireland



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Foreword

This report is part of the Eurofound project "Cities for Local Integration Policy" (CLIP), which started in 2006.

Dublin is one of the 25 European cities that cooperate in exchanging information on their Integration Policies to start with on the terrain of housing and in the future on more terrains.

The project aims at collecting and analysing innovative policies and their successful implementation at the local level, supporting the exchange of experience between cities and encouraging a learning process within the network of cities, addressing the role of social partners, NGO's, companies and voluntary associations in supporting successful integration policies, providing objective assessment of current practice and initiatives and discussing their transferability, communicating good practices to other cities in Europe and developing guidelines to help cities to cope more effectively with the challenge of integrating migrants, supporting the further development of a European integration policy by communicating the policy relevant experiences and outputs of the network to: European organisations of cities and local regional authorities, the European and national organisations of social partners, the Council of Europe and the various institutions of the European Union.

The CLIP network is also a cooperation between cities and research institutes. Five research institutes in Bamberg, Amsterdam, Vienna, Liege and Oxford are taking care of the publications of the CLIP project. The researchers of the COMPAS institute, Oxford, are responsible for this report on Dublin. Together with the contact person of the municipal of Dublin, Jamie Cudden, an enormous effort has been undertaken to find all necessary data for this report. Many officials and other parties who are involved with integration and welcome policy have been interviewed, as the list at the end of the report shows. They have provided us with reports, statistics and comments on the concept version of this report. Secondly the representatives of Dublin City Council have been willing to provide us with information. I want to thank all those who have cooperated in giving information and particularly Dr Sarah Spencer for coordinating the search of data.

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Jamie Cudden

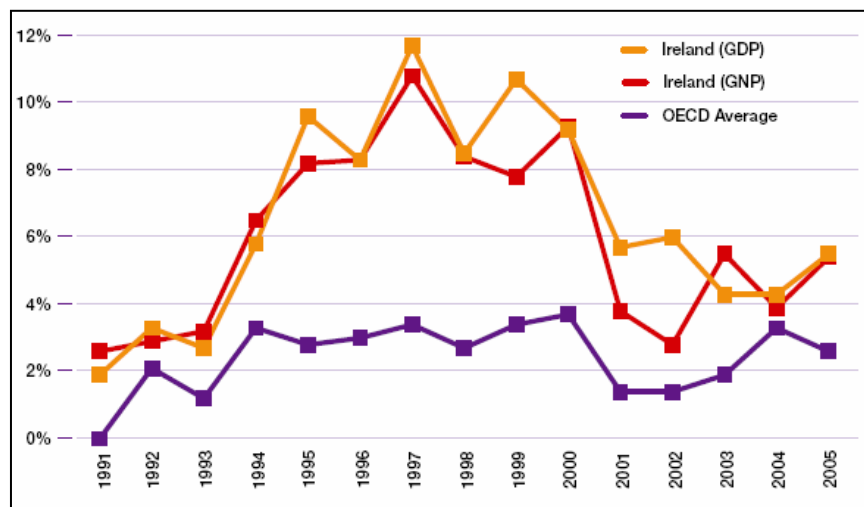
August 2007, Dublin

1 The country: Setting the city and its diversity policies in context

1.1 Brief history of migration to the country and characteristics of migrants and people with a migration background

Over the past decade, the Irish economy has grown at unprecedented rates. Between 1997 and 2005, GDP grew at an average of 6.7 per cent per year. As a result of this major growth, Ireland has transformed itself from being one of the poorest countries in the EU to one of the richest within the space of almost 10 years.

Chart 1 Ireland GDP growth (1991 – 2005)¹



A major impact of this economic growth has been the rapidly growing population due primarily to an influx on migrant workers. Ireland is now seen as an attractive destination for migrants and as a result of net migration has grown considerably since the early 1990's.

The latest Census completed by the Central Statistics Office indicates that in 2006 the population of Ireland was 4.23 million. The population of the Greater Dublin Area is estimated at 1.66 million of which 506,211 persons² live in Core area of Dublin City (the area administrated by Dublin City Council)

The Greater Dublin Area (GDA) contains almost 40 per cent of the national population with over 1.6 million residents recorded in 2006.³ Since 1996, the population of the GDA has increased by over 18 per cent making it one of the fastest growing regions in the EU. The population of the Greater Dublin Area is predicted to reach 2 million by 2021 according to research undertaken by the national statistics office in 2005⁴

¹ http://www.forfas.ie/ncc/reports/ncc_annual_06/ch02/ch02_01.html

² CSO national census 2006

³ Census 2006

⁴ Regional Population Projections 2006-2021 www.cso.ie

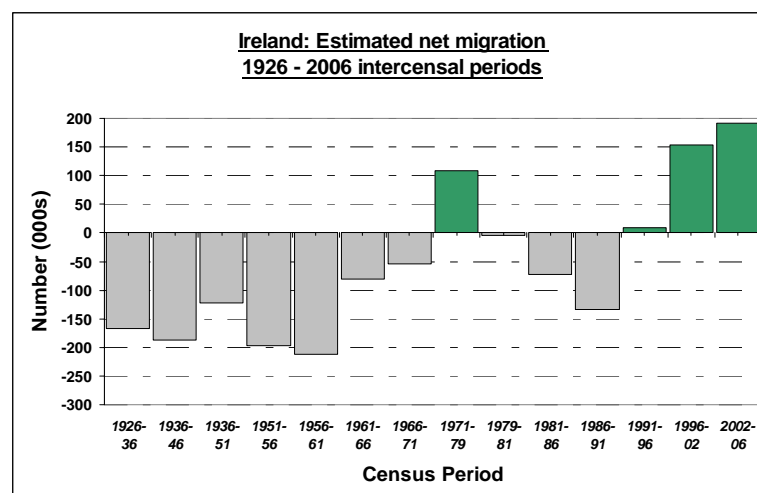
Table 1 Population growth 1996-2006.

Area	1996	2002	2006	1996 - 2006
Greater Dublin	1 405 671	1 535 446	1 661 185	+18.18%
State	3 626 087	3 917 135	4 234 835	+16.80%

The rapid population increase in the ten years from 1996 to 2006 can be attributed to several factors. The City region and the State as a whole, experienced positive natural increase over the period. However, the dominant factor in the population change has been net inward migration – between 2002 and 2006 migration accounted for almost 60 per cent of the population increase. The number of resident non-Irish nationals has increased from 5.8 per cent of the total population to over 10 per cent in the space of 4 years. This amounts to an increase of almost 196,000 in the space of 4 years.

Ireland has a well-documented history as a country of emigration. Between 1871 and 1961, net emigration consistently exceeded the birth rate, leading to a population decline of more than 1.6 million people. As is demonstrated chart 2, Ireland has experienced negative net migration for all but four of its intercensal periods since 1926. The country moved to positive net migration in the 1991-1996 period. Ireland was the last EU-15 member state to achieve net immigration, reaching that level at the beginning of the 1990s (NESC, 2006). Ireland's history of net migration is a recent one, gathering impact since 2002. Return migration has accounted for a large proportion of this increase in particular the period 1987-2002 where the numbers peaked.

Chart 2 Ireland: Estimated Net Migration 1926 – 2006 intercensal periods



Working in Ireland

There are a number of administrative strands underpinning working in Ireland. Firstly, all citizens of EEA countries (with the exception of Bulgaria and Romania) and Switzerland are free to work in Ireland without restriction. Secondly, for non-EU members, a work-permit system operates. In essence, if an employer can show that no EU citizen is available to fill a vacancy, they can apply for a work permit and recruit a non-EU national. In February 2007, changes to the system introduced a new type of work permit known as a Green Card. The Green Card permit is available for professionals with annual salaries of more than €60,000. Permits are also available for jobs with a salary greater than €30,000 - but only for a restricted number of strategically important occupations e.g. I.T., Healthcare, Engineering, Natural Sciences, and Finance.

Finally, there are special arrangements in place for those on intra-company transfers and for the spouses and dependents of some workers. Certain categories of students from outside the EEA and Switzerland have permission to work part-time (20hrs) during term-time and full-time during college holidays.

People who have gained refugee status are entitled to work and receive services in Ireland on the same basis as Irish nationals. Asylum seekers who have applied for refugee status since April 2000 do not have the right to work in Ireland. With some exceptions, those seeking asylum are given full board in purpose built centres or B&B-style accommodation, supplemented with a cash allowance of €19.10 per adult and €9.60 per child per week.

The evolution of Ireland's immigration policies since the late 1990s has had a significant impact on the migration and employment of non-nationals. Firstly, a Supreme Court judgment in January 2003 removed the automatic right to permanent residence for non-national parents of Irish-born children. This ruling followed a rapidly increasing number of applications for asylum, some of which were thought to be unfounded and in abuse of Ireland's asylum system and citizenship laws. In June 2004, a 'citizenship referendum' removed an Irish-born child's automatic right to citizenship when the parents are not Irish nationals.

Thirdly, as another reflection of its relative openness to economic immigration, Ireland granted citizens of the 10 new EU member states free access to the Irish labour market immediately upon EU enlargement on May 1, 2004. Only the UK and Sweden shared this policy; all other countries of the pre-enlarged EU (EU-15) decided to continue employment restrictions for accession state nationals. Section 5 discusses the implications of this policy.

The number of persons seeking asylum in Ireland increased dramatically from only 362 in 1994 to 11,634 in 2002, before falling to 4,766 in 2004. In 2006 there were just over 4,000 applications. Of this figure, the top six stated countries of origin of asylum seekers were Nigeria (24.1%), Sudan (7.1%), Romania (6.7%), Iraq (5.0%), Iran (4.8%) and Georgia (4.0%).⁵

⁵ http://www.orac.ie/pdf/PDFStats/Annual%20Statistics/Annual_Statistics_06.pdf

Work Permits

Since the opening up of the labour market to all EU-25 citizens in 2004, the number of new work permits issued has fallen. In 1999 there were a total of 6,250 permits reaching a peak in 2003 of 47,551. This had fallen to 24,854 in 2006⁶ a direct result of the government's decision to balance the opening up of the labour market to the New Member States with a more conservative approach to work permit numbers. Almost 64 per cent of all permits issued in 2006 were within the greater Dublin area (almost 13,800).

National Legislation

Comprehensive new Immigration and Residence legislation is currently being prepared which will consolidate existing immigration legislation (Immigration residence and protection bill 2008). This new legislation will create the framework for a streamlined immigration system which will provide for the entry into the country of non-nationals with a view to supporting the social and economic goals of Irish society and the needs of Irish citizens, having regard to the protection of national security and public order and the capacity of the State to integrate non-nationals.

Census 2006 Profile

The latest Census completed by the Central Statistics Office indicates that in 2006 the population of Ireland was 4,172,013 (CSO, 2007). Just over 10 per cent (420,000) of the population were classified as foreign nationals with UK (112,000), Poland (63,000) and Lithuania (25,000) comprising the 3 largest groups. Geographical proximity and historical links have long resulted in UK-born nationals being the most numerous foreign-born residents in Dublin. The number of resident foreign nationals has increased from 5.8 per cent of the total population to over 10 per cent in the space of 4 years (table 2). This amounts to a national increase of almost 196,000 in that period (and a 93,000 increase in the Greater Dublin Area)

Table 2 Number and proportions of non-Irish nationals, comparison between 2002 and 2006

		Greater Dublin	State
2002	Total Non Irish Nationals	100 239	221 921
	Total %	6.6%	5.8%
2006	Total Non Irish Nationals	193 493	417 375
	Total %	11.8%	10.0%

⁶ <http://www.entemp.ie/labour/workpermits/statistics.htm>

The Minister of State for Integration recently admitted that the Census gave a ‘*serious underestimate*’ of the number of foreign nationals living in the State. The Minister went on to state that it was ‘*pretty much acknowledged*’ in Government circles that the level of immigration was higher than that set out in official figures, and he speculated that non-Irish nationals could account for 13 to 15 per cent of the population. For example, he considered the number of Polish nationals reported in the Census (62,495) was a ‘*huge underestimate*’ and suggested the true figure is likely to be 160,000-200,000 (Mac Cormaic, 2007).

The ethnic breakdown of the Irish population as of April 2006 is demonstrated in Table 3.

Table 3 Ethnic breakdown of the population of Ireland, 2006

White			Black or Black Irish		Asian or Asian Irish		Other including mixed background
Irish	Irish Traveller	Any other White background	African	Any other Black background	Chinese	Any other Asian background	
%	%	%	%	%	%	%	%
87.4	0.5	6.9	0.9	0.9	0.39	0.85	1.1

Source: CSO (2007) Volume 5 Ethnic or Cultural Background. Table 1A.

Just over 86 per cent of the population in Dublin was classified as Catholic while 7 per cent stated another religion.

Economic profile of migrant workers

There were a total of 278,097 non-Irish national workers in the workforce in Ireland recorded in the Census 2006. Of these, just under 103,000 were nationals of the new EU10 accession states, among whom there was a 93 per cent labour force participation rate. This compares with a participation rate of 68 per cent for non-EU nationals and 62.5 per cent for the wider population (CSO, 2007a).

Migrant workers are engaged in activity across employment sectors, with particular emphasis in several key industries. In 2006, over one third of tourism workers were born outside Ireland, including almost 36,000 workers in the hotel and restaurant sector. Business activities and manufacturing had the next highest percentage of non-Irish born workers, each with over 20 percent. In the construction sector, 19.3 per cent of workers were born outside the state. In absolute terms, the largest number of non-Irish born employees worked in Manufacturing (36,209), followed by Wholesale and retail trade (31,897). There were a further 31,143 non-Irish nationals working in the Hotel and restaurant sector and 29,730 working in Construction (CSO, 2007b).

In order to meet demand from Ireland's increased immigrant population, FÁS⁷ has introduced a telephone interpretation service in 150 languages. It runs technical English language courses in hospitality, construction and security sectors. FÁS offers interpretation services according to demand for participants on the Safe Pass Health and Safety Awareness Training Programme for construction workers. In November 2006, a one-day nationality 'census' of 5,000 individuals accessing FÁS employment services offices revealed that just over half (51%) were non-Irish nationals. The total number of countries represented was 94, with the majority from the EU-10 (FÁS, 2007).

In Ireland, labour migration is considered to have had very positive economic effects (Krings, 2006; Spencer, 2006). Between 2005 and 2007, according to one estimate by the Dublin-based Economic and Social Research Institute, migrant workers have added two percentage points to Ireland's GNP (Purvis, 2007).

The majority of migrants in Ireland at present are migrant workers; mainly young, educated individuals who chose Ireland in order to enjoy better economic opportunities (Krings, 2006; Kropiwiec, 2006; Nolan et al, 2006; NESCSchulte, 2004). Different studies show that they are concentrated in the prime adult working age between 25 and 44 years (NESCS, 2006; Nolan et al, 2006) and that while a significant number hold third level degrees or postgraduate degrees, they tend to be employed in relatively low skilled jobs (Hughes and Quinn, 2004; Immigrant Council of Ireland, 2005; Nolan et al, 2006).

The number of undocumented workers in Ireland is unknown. The Government is to launch a research project to try to determine the numbers working illegally in Ireland following rising concern over the number of undocumented workers.

1.2 National policy context: law and policy on diversity in employment and service provision

In mid-2007 the Irish Government in their formation of a new cabinet appointed a Minister with special responsibility for Integration, Conor Lenihan. The Minister is beginning the process of building Irish integration policy and has already set out the main components which are:

- Structures of government will be examined to ensure that gaps in the system that frustrate migrants or prevent them from progressing upwards in Irish society will be addressed.
- Equality for all is not just a moral argument it is an economic imperative.
- Many migrants living and working in Irish society are highly qualified and in some cases over qualified for the jobs they are currently doing; a government priority is to facilitate progression for all.

A new taskforce on integration is to be established, which will help draw up a blueprint for dealing with issues arising from large-scale immigration into Ireland. This is due to

⁷ FAS is Ireland's National Training and Employment Authority

commence shortly and will have a year to draw up recommendations for the Government. In 2007, the Houses of the Oireachtas Joint Committee on European Affairs (2007) proposed the establishment of a National Forum on Integration, chaired by Government, to provide for a permanent dialogue between central government, local authorities, migrants' representatives, NGOs and similar groups. The committee also recommended the setting up of one-stop shops in larger cities and towns where immigrants can obtain information about employment opportunities as well as guidance to enable them to integrate fully in Irish society.

Since 2001, the Reception and Integration Agency (RIA) within the Department of Justice, Equality and Law Reform has existed to coordinate the provision of services for refugees and asylum seekers and to implement integration policy for refugees. The RIA lists among its core integration principles the protection of rights, the creation of opportunities to participate in economic, social, and cultural aspects of Irish society, and the development of a tolerant and inclusive society.

National Legislation

Within criminal law the Prohibition of Incitement to Hatred Act was enacted in 1989 although an agreed review of this piece of legislation has not yet taken place.

Under civil and administrative law, there is a body of legislation protecting people from discrimination in employment and training and access to goods and services, including accommodation and education, on each of nine grounds including:

- Race
- Gender
- Marital status
- Family status
- Sexual orientation
- Religious belief
- Age
- Disability
- Membership of the Traveller community

The relevant pieces of legislation are the Employment Equality Act, 1998 and the Equal Status Acts, 2000 to 2004, the latter of which implemented the EU Race Directive.

Under the legislation, discrimination is found to have occurred when a person '*is treated less favourably than another person is, has been or would be treated*' by virtue of any of the above grounds.

The Equality Authority is the specialised body with responsibility to combat discrimination and promote equality. The Equality Tribunal is the first point of redress in relation to discrimination in employment and access to goods and services.

The NCCRI was established in 1998 as an independent expert body funded by the Department of Justice, Equality and Law Reform. It is a partnership body, which brings together Government and NGOs to:

- Develop an inclusive and strategic approach to combat racism by focusing on its prevention and promoting an intercultural society.
- Contribute to policy and legislative developments and seek to encourage dialogue and progress in all areas relating to racism and interculturalism.
- Encourage integrated actions towards acknowledging, celebrating and accommodating cultural diversity.
- Establish and maintain links with organisations or individuals involved in addressing racism and promoting interculturalism at national, European and international level. Provide a national framework for responding to and consulting with key European.

A National Plan Against Racism (NPAR) for Ireland was launched in 2005, developed from the Irish Government's commitments given at the UN World Conference against Racism in September 2001. The emphasis is on '*Reasonable and common-sense measures to accommodate cultural diversity*'. The NPAR '*is about making adjustments and providing special treatment and facilities to secure inclusion for Black and minority ethnic people*'. It supports a range of initiatives to support the emergence of an intercultural workplace, including '*practical steps to ensure equality*' (DJELR, 2005).

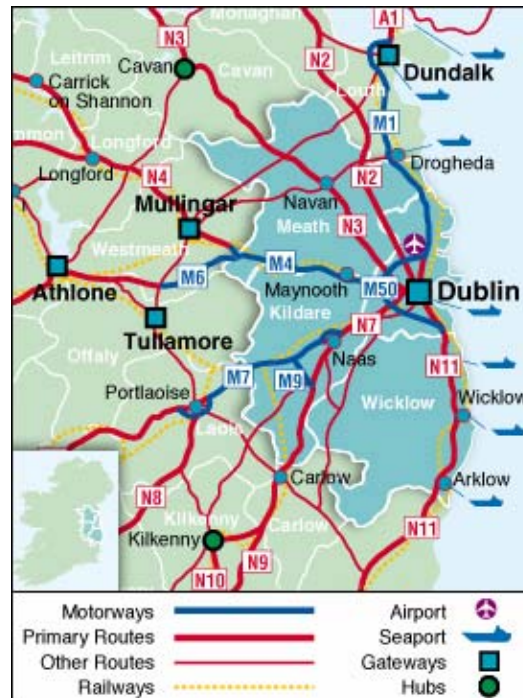
The social partnership structure provides opportunities for workplace diversity initiatives, with public sector, trade union and business coming together to support an annual Anti-Racist Workplace Week.

On the national level, there are a number of existing and forthcoming strategies related to human resources which have the potential to increase the participation of cultural and ethnic minorities in Ireland, focusing on recruitment, awareness training for all staff and career opportunities.

2 The city

2.1 Brief description of the city; location, history

Map 1 Dublin and its surrounding areas



The City of Dublin can trace its origins back more than 1000 years. Dublin, Ireland's Capital City and gateway centre for the Eastern Region is the economic, administrative and cultural centre for the island of Ireland.

Dublin is renowned for its architectural significance from the earliest Viking settlements to Georgian squares and combined with the effects of its economic revival the city is now a vibrant and cosmopolitan metropolis. Home to writers such as Joyce, Beckett, Synge and Wilde, and to musicians U2 and Enya, Dublin's cultural heritage remains world-known. Guinness is brewed at its home in St James's Gate in the heart of Dublin's Liberties area. The city lies around Dublin Bay and in turn is surrounded by the Dublin and Wicklow Hills (IDA, 2008).

Dublin City Council (DCC) is one of 4 Dublin local authority areas; the administrative area of DCC covers the city centre area and has a population of 506,211 residents. The Dublin City region is known as the Greater Dublin Area (GDA) – this includes the 4 Dublin Local Authorities and the Mid-East authorities of Wicklow, Meath and Kildare. The Greater Dublin Area is the unit that defines the city region.

2.2 City’s migrant population, its history and characteristics

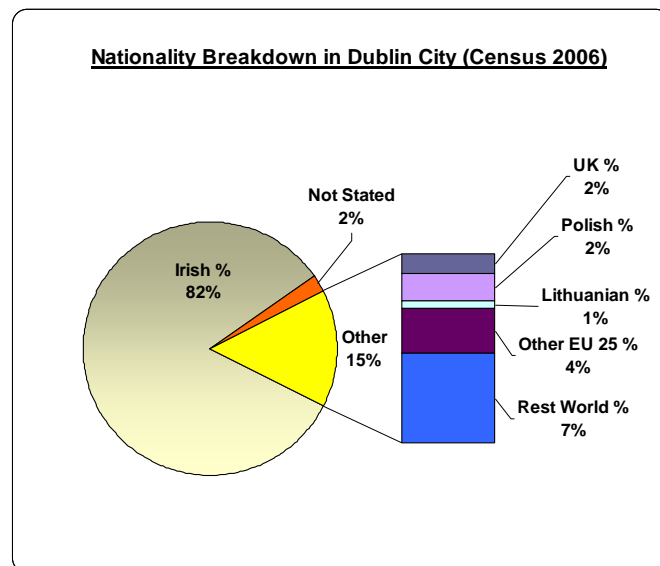
Prior to the 2006 Census, very little statistical information has been available to analyse migrant populations in Dublin City. The Census of 2006 was the first to ask detailed questions on nationality and ethnicity.

Migration grew rapidly from the 1990s and when the EU was enlarged in 2004, giving rights of access to workers from the accession states. The proportion of migrant groups resident in Dublin City at the time of the 2006 Census are demonstrated in the Table 4.

Table 4 Population resident by nationality, Census 2006.

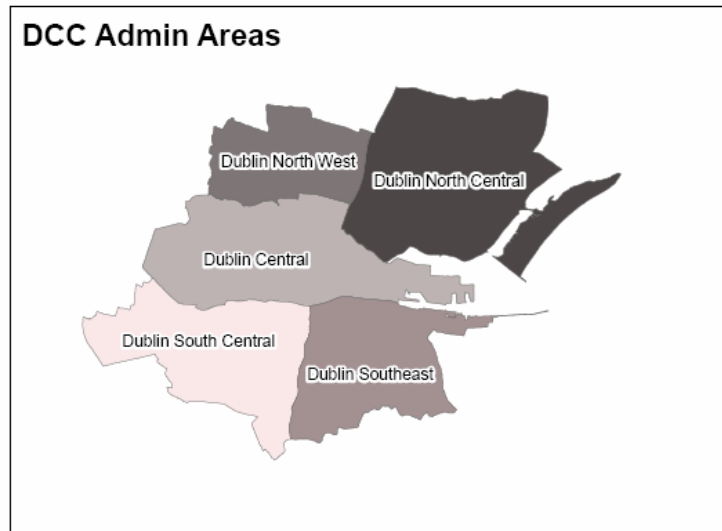
Area	Irish %	UK %	Polish %	Lithuanian %	Other EU 25 %	Rest World %	Not Stated	Non-Irish nationals %
<i>Greater Dublin</i>	86.7	2	1.6	0.7	2.4	5.2	1.4	11.9
<i>Dublin City</i>	82.7	1.69	2.18	0.54	3.6	7.1	2.2	15
<i>State</i>	88.8	2.7	1.5	0.6	1.8	3.5	1.1	10.1

Chart 3 Nationality in Dublin City (2006)



There were almost 74,000 non-Irish nationals living in the Dublin City administrative area in 2006. This represents about 15 per cent of the total population of the city (see chart 3)

Map 2 DCC administrative Areas



Dublin City is divided into 5 administrative areas where Area Committees are responsible for the local delivery of services, operational matters and other issues of particular relevance to the respective areas. The Councillors elected for the Local Electoral Areas within each area sit on the committee for that Area. These five Areas include the North West Area, North Central Area, Central Area, South Central Area and the South East Area (Map 2). The Census returns from 2006 demonstrate a wide variation in the concentration of non-Irish nationals living throughout the city. Within the areas of Dublin Central and Dublin South East the proportion of Non Irish nationals is over 20 per cent of the total population (Table 5)

Table 5 Migrant groups resident in DCC administrative areas (Census 2006).

DCC Admin Area	Non-Irish (%)	Total Nationals	Non-Irish
Dublin Central	24.1		24 609
Dublin Southeast	22.7		20 777
Dublin South Central	13.9		14 744
Dublin North Central	7.7		10 056
Dublin North West	6.1		3,803
Total DCC	15.0		73 989

Analysis of the Census data from 2006 also demonstrates that almost 34,000 or 46 per cent of non-Irish nationals were in fact living within Dublin's inner city area. This represents a high proportion of migrant inner city dwellers, as the same inner city area accounts for only 24 per cent of the total population of the city. This can be more clearly seen when the figures are broken down to the smaller census electoral district areas. There are 3 inner city electoral districts (ED's) where Irish nationals are in the minority grouping. Map 3 demonstrates the

high concentrations of non-Irish nationals living in the inner city areas as well as the western and northern suburbs of the Dublin Region.

Map 3 Census 2006 Mapping of Non-Irish Nationals in the Dublin City Region

Census 2006: Concentrations and Totals of non-nationals living in the Dublin Region by Electoral Districts

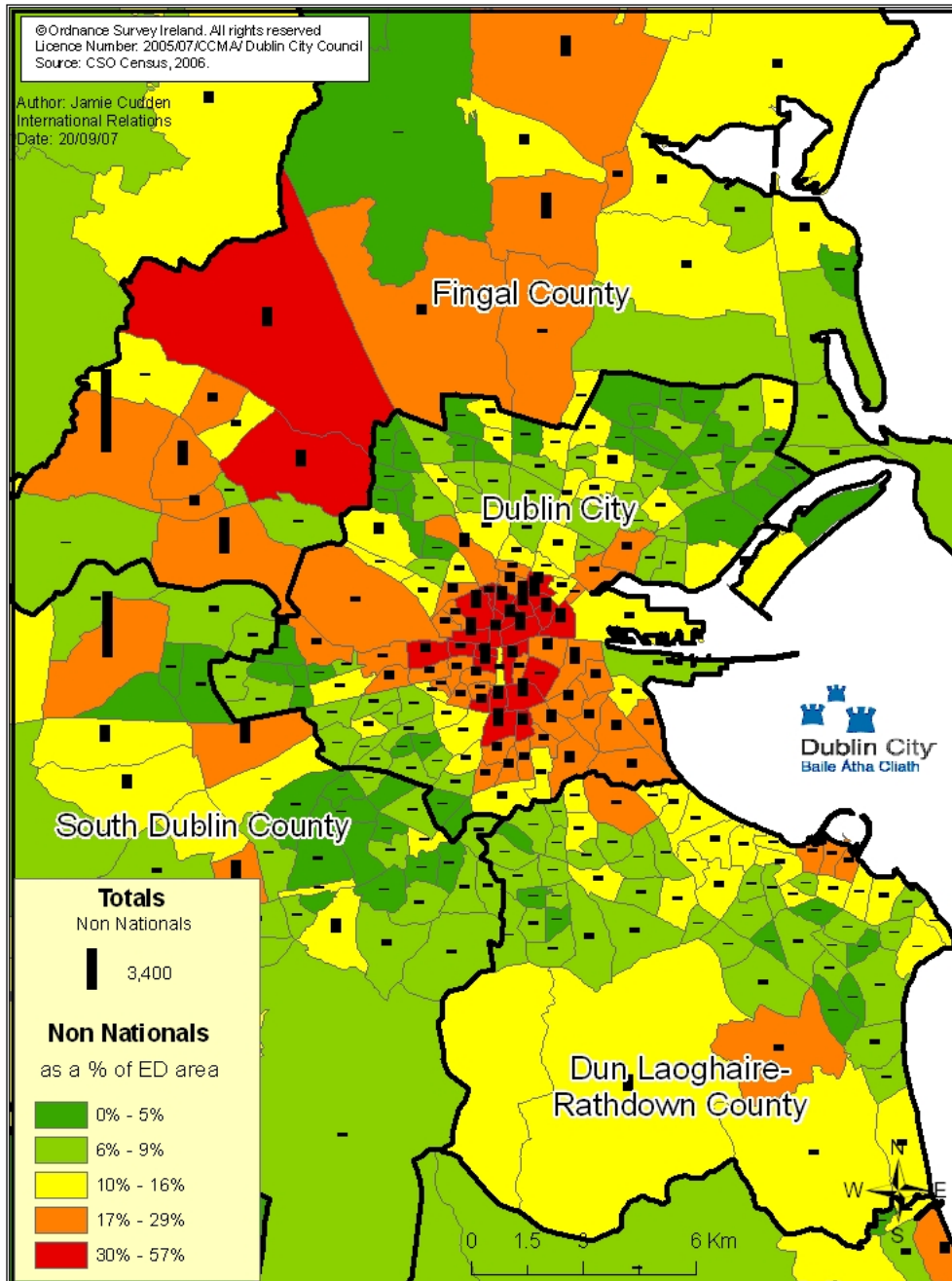


Table 6 gives a breakdown of the city's ethnic make-up as recorded in the Census 2006.

Table 6 Ethnicity in Ireland, 2006

	White			Black or Black Irish	Asian or Asian Irish	Other including mixed background	Not Stated	Total
	Irish	Irish Traveller	Any other White background					
	%	%	%	%	%	%	%	%
Ireland	87.4	0.5	6.9	1.8	1.3	1.1	1.7	100
Dublin City	81.2	0.4	9.2	1.1	3.3	1.5	3.2	100
Greater Dublin Area	84.2	0.4	7.8	1.6	2.3	1.4	2.3	100

In 2006, the predominant ethnic group for Dublin City was White Irish, accounting for 81 per cent of the total city population. This compares to the national figure of over 87 per cent. Less than half a per cent of Dublin city residents stated that they were Irish Travellers in Census 2006, which was broadly similar to the proportion in the wider population. 'Other White' accounted for just over 9 per cent of the city's population, while across Ireland this figure stood at almost seven per cent. There were just over 5,500 (1.1 per cent) Black or Black Irish residents living in the city while Asian or Asian Irish accounted for over 3 per cent (16,436) of the population in the city

Just under 80 per cent of the population of Dublin city are Catholic, slightly less than the national figure of 87 per cent.

2.3 The city authority: tier of government, responsibilities, structure

Local authorities in Ireland undertake a more limited range of functions than is the case in many other European countries. Local Government in Ireland does not have responsibility for Health, Education, Policing or Social Services. Ireland has a highly centralised system of Government, and this affects both the remit of local government and its freedom to operate.

Local authorities in Ireland provide over 100 different services at a local level; the main functions of which are in respect the following areas: housing and building; road transportation and safety; water supply and sewerage; development incentives and controls; environmental protection; recreation and amenity.

3 The city's approach to diversity

3.1 Historical background

Substantial in-migration of non-Irish nationals is a relatively new phenomenon in Ireland. As such, immigration policy and furthermore, integration policy were somewhat under-developed when large numbers of migrants began to arrive in Ireland in the mid-1990s.

Despite the 'newness' of the experience of inward migration, it is worth mentioning that the Irish state has historical experience of policy related to ethnic minorities. The Traveller community are an indigenous ethnic minority and national Traveller policy has moved through a number of stages since the 1960s, from resettlement and assimilation towards separatist provision and finally to recognition of ethnicity and the beginnings of a policy of integration (Conroy and O'Leary, 2007). Although policy in relation to Travellers has been largely state-led, local authorities have long experience of interaction with the Traveller community, in particular in relation to housing and temporary accommodation.

3.2 Influence of national policy

In both its employment practices and its provision of services, Dublin City Council is obliged by law not to discriminate on the basis of religion or race (including ethnic origin) or membership of the Traveller community among other grounds.

3.3 Objectives of Dublin City Council policy / approach to diversity

Dublin City Council established an Equality and Diversity Committee in 2006. Prior to the establishment of this Committee, there were discrete committees dealing with Equality (September 1997) and Disability (December 1998). The Committee works with the Equality Officer to develop policies and practices that promote equal opportunities within Dublin City Council. The Committee is also tasked with developing new initiatives and encouraging new approaches to achieving equality objectives.

In November 1997, Dublin City Council put in place an Equal Opportunity Policy and Positive Action Programme. The revised *Equality and Diversity Management Policy* takes account of equality legislation enacted in the decade since the original policy programme was drafted.

The policy approach could be described as two-fold. In the first instance, Dublin City Council is an equal opportunities employer, in terms of access to employment, training, promotion and career development and is committed to treating all of its employees equally. The Council aims to create a culture of equal opportunity by using non-discriminatory language in documents, pictures and illustrations issued to the public or to staff.

Equality of opportunity is delivered alongside a broader aim of managing diversity in the workplace. For Dublin City Council diversity in the workplace means:

'accepting differences among staff across the nine discriminatory grounds set down in law. Furthermore, the council aims to create an environment in which everybody

feels valued, everyone's talents are fully used and the goals of the organisation are met'. (Dublin City Council, 2006).

The City Council is engaged in policy development at organisation and citywide level to prepare a future integration policy strategy. A policy is being developed to adapt information and service provision to the emerging migrant community.

The Dublin City Development Board (DCDB) is a partnership bringing together representatives of Local Government, Statutory Agencies, Local Development and Social Partners. It is an independent board that works under and is supported by the Local Authority. The main aim of the DCDB is to establish a strategy for social, cultural and economic development and to oversee its implementation. The DCDB, with the City Council as lead agency, is developing an integration framework for the city.

DCDB has set out 'New Migrant Communities' as a key strategic priority for the period 2006-2008. The main objective within this priority is to develop a strategic anti-racism, diversity and integration framework plan for the city. The framework plan currently being developed, will map the policy development, strategic direction and actions of public service agencies and other stakeholders, including the local development sector, and to capture the input of the social partners of business, trade unions and community interest groups (including migrant and ethnic minority communities) in addressing these issues.

Dublin City Council has been involved in several grassroots initiatives to improve integration. The Intercultural Relations Unit was established in 2006. The work of this unit facilitates and encourages mutual understanding through dialogue, education, creation/assistance of cultural events and celebrations by assisting migrant and cultural groups with community based projects. It is assisting the development of policies on integration and interculturalism with relevant bodies within DCC and works to see these policies implemented at ground level. A number of key projects involve equality and diversity training, language and education projects, celebration of cultural festivals.

There is a Social Inclusion Unit dedicated to working towards the inclusion of all members of society both within the structures and departments of DCC itself and within community groups and projects throughout the city.

A strong focus of both Units is in challenging all forms of discrimination and disadvantage and working towards an integrated, inclusive, and diverse city for all.

3.4 Responsibility: elected representatives and officials

All those ordinarily resident in Ireland at the time of a local election are eligible to vote and to contest that election. There are currently 52 elected councillors representing Dublin City. Individual Councillors have signalled an interest in issues relating to diversity and integration in Dublin City. However, as a collective, there has been limited interest displayed by the elected representatives to date in relation to the issues of diversity policies.

3.5 Collaboration with social partners and non-governmental organisations in policy development and implementation

Because of its leadership role within the City and the democratic mandate of elected members, the City Council has a primary role in supporting and promoting social inclusion, diversity and quality of life for all citizens and residents of the city. Unlike the model of local government seen elsewhere, the City Council has no authority in relation to other statutory service providers such as health, social welfare, education or policing, but it intends to use its political mandate and strategic position to influence other agencies and develop a shared vision for the society of the future. There is a strong consensus that developing a response to the challenge of integration is a shared task for the national and local levels that will require a partnership approach between all relevant stakeholders.

In 2006, the Dublin City Development Board supported the Migrant Rights Centre Ireland (MRCI)⁸ in the publication of a report on migrant workers carrying out essential work in a number of specific sectors in Dublin City. Dublin City Council was represented on the Steering Group to the research. The published report, *Realising Integration*, contains recommendations for action both for Dublin City Council and the Dublin City Development Board (MRCI, 2007).

3.6 Policy and practice on monitoring progress

To date, there has been no ethnic equality monitoring of Dublin City Council employees at any point of recruitment, employment or promotion

3.7 Key challenges faced in implementation and broad lessons learnt

There is a lack of data available at Dublin City Council, related to diversity in either employment or service provision. During the course of the research it emerged that this was partly due to the perception that gathering data of this kind was in itself discriminatory. This is not the case. In fact, the Equality Authority – Ireland’s independent body with responsibility for broader equality issues – actually recommends equality monitoring in both employment and service provision. In order for the relevant sections within the Council to adopt a practice of equality monitoring, there would have to be commitment and instruction to do so from the most senior level of the organisation.

3.8 Potential future policy development

There is work in progress in reviewing and strengthening the diversity policy document for the organisation (particularly in relation to migrants). Currently one of the main priorities is to raise the awareness of diversity ensuring that Dublin City leads in this regard. Such a policy needs to be driven by the internal management at the highest level and supported by the elected councillors.

⁸ MRCI is a national organisation working to promote the rights of migrant workers and their families.

There are also proposals to develop a co-ordinated integrated city strategy in conjunction with all the statutory agencies in the city, liaising with NGOs and voluntary sectors.

4 Employment: policy, practice and outcomes

4.1 Profile of city employees

Dublin City Council is one of the largest employers in the country with a total workforce of about 6,100 employees. This can be broken down into about a 75-25 male-female split. 60 per cent of staff are classified as manual workers while the other 40 per cent are non-manual workers. Employees are dispersed throughout the city and are based in local area offices, depots, motor tax offices, fire stations, libraries and the civic offices.

Dublin City Council to date does not keep data on the ethnic background of employees, as there is concern within the organisation that the regular collection of such data could be seen as a form of discrimination.

However, the report back from Departments and anecdotal evidence suggests that the employment figure of foreign-born nationals is low.

4.2 Employment diversity policy including target sections of the population to which it is directed and occupations covered

DCC's approach to diversity in the workplace has been to treat all employees equally, regardless of ethnic background. No specific diversity policy is in place, and as to date DCC has not experienced any challenges to this approach. Dublin City Council complies with the national policy as set out in the National Action Plan Against Racism (NPAR), including organising racism awareness training and enforcing equality legislation on the nine grounds of discrimination as set out in the Employment Equality Acts, 1998 and 2004. DCC focuses more on developing awareness among employees, for example through a racism awareness week.

4.3 Challenges and tensions in development and implementation of policy

Potentially the most challenging factor in the implementation of any diversity policy is the lack of data. Without a clear indication of the ethnic make-up of both existing staff and new applicants, it remains extremely difficult to develop and implement diversity policy for the

4.4 Recruitment, training and promotion

DCC abides by national equality legislation, which covers the nine grounds of discrimination as defined in the Employment Equality Acts, 1998 and 2004 previously mentioned. All vacancies, whether advertised internally and/or externally, are open to all suitably qualified people and due care is taken to ensure that anyone interested in applying for a position is made aware of the vacancy. All recruitment application forms are checked to make sure that they do not discriminate against any applicant. If short-lists are used, they are designed to give equal opportunity of employment to all candidates. Board members on interview panels are briefed before interviews begin on their responsibilities under employment

equality legislation. Grievance procedures have been established to deal promptly with complaints or concerns of staff, and staff support services have also been set up to deal with work-related issues relating to equality and diversity.

It is a requirement that all applicants indicate whether they are EEA residents for the purposes of work permits. While this information is collected for each job competition it has not been analysed to date. Applications for some professions, for example Librarian, include a requirement that the candidate must have a certain standard of Irish language competency. This condition may mitigate against persons not born or educated in Ireland.

All Dublin City Council Employees have the same opportunities to access staff training and other means of career development. Dublin City Council's equality policy applies to procedures for promotion. No distinction is made between workers with a migrant background and those without.

As no record is kept on the ethnicity of employees or applicants, it is not possible to state whether the Council's intention that ethnicity does not affect recruitment, promotion and access to training does in fact mean that people of minority background are getting equal access to those positions.

4.5 Equal pay and working conditions

Dublin City Council's equality policy ensures equal pay and conditions among all employees based on the usual criteria such as grade or length of service. Flexible working conditions are available to all staff.

Dublin City Council does not aim to influence the diversity policy of its suppliers or contractors, but does insist that they abide by relevant national sectoral agreements.

4.6 Harassment

Dublin City Council's equality policy includes a commitment to '*maintaining a work environment that is free from all forms of bullying, harassment and sexual harassment*' (Dublin City Council, 2006). A separate policy, '*Dignity at Work*' prohibits harassment on any of the nine equality grounds. Harassment is defined as any behaviour, including verbal, gestures or the circulation of material, which is unwelcome to the employee and could reasonably be regarded as offensive, humiliating or intimidating. Bullying is repeated inappropriate behaviour, which could reasonably be regarded as undermining the individual's right to dignity at work. The policy sets down informal and formal procedures for complaint of harassment or bullying, as well as the process of resolution.

In this way, members of ethnic minority groups are equally entitled to protection from harassment or bullying on any grounds.

4.7 Accommodation of cultural and religious needs

No specific arrangements are in place to accommodate such requirements due to lack of demand. If such requests are made, every effort will be made to accommodate them on a case-by-case basis.

4.8 Health and Safety

Health and Safety signs around Civic Offices are in Irish and English only. At present there are no plans to introduce them in other languages.

4.9 Induction and language tuition

No specific policies are in place concerning induction or language tuition for employees recently arrived in the country. With regard to language training, all new recruits to the Council must have certain standards of proficiency in English.

4.10 Recognition of qualifications

The *National Framework of Qualifications* provides a way of relating foreign qualifications to the nearest comparable qualification in Ireland (see Qualifications Recognition Ireland). The advice provided helps put the foreign qualification in the context of the Irish education system. The aim is to indicate, where possible, the level that the award is at on the Irish *National Framework of Qualifications* (NFQ). The qualifications recognition service is provided free of charge. Translation of documents is not included in the service. Documentation and information is available in a number of languages including Russian, Polish, Latvian and Lithuanian.

The onus is on job applicants to certify their qualifications through the NFQ.

4.11 Complaints

Dublin City Council's approach to diversity in the workplace has been to treat all employees equally, regardless of their ethnic background. No specific diversity policy is in place, and DCC has not experienced any challenges to this approach.

Dublin City Council's equality policy covers all aspects of work in the council, including complaints and disciplinary procedures. All complaints are dealt with in a confidential and uniform manner for all employees.

4.12 Special initiatives

No special initiatives have been undertaken in relation to creating a workforce more representative of different nationalities in Dublin City Council.

4.13 Monitoring

No monitoring systems are in place. While anecdotal evidence from the recruitment section suggests that there are increasing numbers of non-nationals applying for jobs in the council there are no monitoring systems in place to provide hard evidence of same.

4.14 Impact of policy and lessons learnt

The research process highlighted the need for data collection and monitoring systems to be put in place. This lesson needs to be signalled to the highest layer of management in order to initiate action.

5 Diversity in Service Provision

5.1 Services provided and contracted out

Dublin City Council provides a wide range of services to the residents of Dublin. While the majority of these services is provided by the Council itself, a number of functions such as major construction projects are contracted out. Services such as the recycle bin collection and waste management services are also out-sourced to the private sector. This is also the case for the canteen, security and a section of the cleaning services within the organisation. DCC would utilise a number of sub contracting companies especially in the areas of infrastructural projects such a major housing programmes, road developments and water and sanitary developments.

The following functions fall within the remit of Dublin City Council and continue to be carried out directly by DCC:

1. Housing and Building – this includes the provision of local authority housing; assistance to persons housing themselves or improving their houses; housing services for Travellers.
2. Road Transportation and Safety – road upkeep and improvement; public lighting; traffic management facilities; road safety; collection of motor taxation; licensing of drivers.
3. Water Supply and Sewage – Public water supply and sewerage schemes; assistance for private water and sewerage facilities; public conveniences.
4. Development incentives and Controls – Physical planning policy, control of new development and building, promotion of other development.
5. Environmental protection – Ordinary waste collection and disposal; burial grounds; safety of structures and places; fire protection; pollution control.
6. Recreation and amenity – Swimming pool, libraries, parks, open spaces, recreation centres; conservation and improvement of amenities.

Local authorities in Ireland are also involved with management of higher education grants, contributions to vocational educational committees, financial management and rate collections, elections, courthouses, coroners and inquests.

5.2 Diversity policy in services, including target sections of the population and services covered

Although there are no specific corporate diversity policies in place there are local examples of where initiatives have been implemented to improve efficiency levels associated with dealing with migrants. Such areas include motor tax, libraries and housing services.

Dublin City Council strives to deliver and operate all its service with a focus of delivering an excellent service to all the residents of the city regardless of their race or nationality. In its customer service charter it gives a commitment to “to deliver the best possible service to you in an effective and caring manner”. Within the charter it is also stated that “We endeavour to: accommodate all our customers who wish to conduct their business through the medium of Irish, Sign Language or other languages where possible” Irish is the second official spoken language in Ireland. It is an officially recognised language with the EU.

5.3 Employment profile of service providers

This information is not recorded, however anecdotal evidence based on interviews with the facilities management team suggests that there are much higher numbers of migrants working in the out-sourced catering, security and cleaning services than are employed within the organisation.

5.4 Access to services

It is the objective of the City Council to provide the same level of access to services for all residents in the city regardless of nationality, ethnicity or religion. There are a number of customer contact points throughout the city including one stop shops, area offices, customer call centres and motor tax offices. However, the City Council does not have sufficient data to provide evidence that various sections of the public enjoy equal access to services.

5.5 Monitoring of access and outcomes identified

There is no corporate policy in place to monitor access to services. However, there is research in progress, which will help to identify the profile of customers using the area offices and motor tax offices. Also a newly established customer services project team is developing customer satisfaction and staff mirror surveys for these areas to help identify front line staff perceptions of challenges and issues as well as the experiences of service users.

Dublin City Central Library holds information on its reference membership and have recently identified users of 101 different nationalities.

5.6 Cultural awareness of staff

There are no corporate policies in place for cultural awareness training of staff. There are examples of good practice dispersed throughout the organisation. For instance, Housing and Residential services have developed diversity awareness training for front line staff. This service can be provided to other departments on request.

5.7 Discrimination against service users

The Law Department at DCC cannot recall any access-related discrimination claims taken against the City on the grounds of race, ethnicity or religious belief. Equally, an examination of the database of decisions held by the Equality Tribunal did not uncover any such cases between the enactment of the Equal Status Act, 2000 and the present day (2007).

5.8 Special initiatives

Within the organisation there have been a number of special initiatives implemented to improve service delivery. With the advent of *'Better Local Government'* (BLG) in the 1990s there is now an increased focus on the quality of the service that is delivered to residents in the city. The context of these initiatives is that the organisation needs to enhance delivery for all. However, there is an increasing recognition from front line staff of the challenges faced in providing services to members of new communities in the city.

- Housing Services

The Housing and Residential Services Department has delivered a Diversity Awareness training programme to front line staff throughout the organisation. This training concentrates on discrimination, race, and membership of the Traveller community and usually consists of a two-hour session where content can be tailored to meet the requirements of the group. This training generally takes place as an informal open session enabling open discussion and relaying of personal experiences. The topics covered include: Diversity and equality as a concept; Legal issues; Attitudes and beliefs; and Job issues. This training is not compulsory for all front line staff and is delivered where requested. There are two trained staff members in the organisation delivering this programme.

- Dublin City Public Libraries (DCPL)

The Dublin City Public Libraries (DCPL) service manage a network of over 32 branches and service points throughout the city making it the largest library authority in the country. Within Dublin the network of public libraries play a key role in delivering their service to culturally diverse groups. The libraries are seen as important meeting points for economic migrants and asylum seekers of numerous nationalities. A recent analysis of the Central Library's reference membership identified users from 101 different nationalities. The libraries have been leading the way in service delivery to all those who live and work in the City. Within each library there is free Internet access as well a free wireless WiFi service.

The libraries have schemes in place to ensure that people from all ethnicities and nationalities can use their facilities. Entry and usage of the library facilities are open to all. This is made possible through a 'registration for certification' purposes, it is separate to joining as a full member. It is recognised that not all migrants would be able to provide evidence of home ownership or occupation. Between 2001 and 2006, the number of different nationalities registering for certification purposes at the Central Library's Official Learning Centre (OLC) increased by 36 per cent. In 2006 users from 120 nationalities registered to use its language learning facilities.

An initial pilot to source books in different languages has now been extended to other branch libraries. Within the libraries there is wide availability of promotional material in different languages. This includes:

- ‘Borrow books in your language’ leaflets and posters in fifteen languages.
- Joining the library procedures available in a number of languages in the Central library.
- Public Library User Survey (17th-24th Sept 2007) questionnaires and promotional material available in English, Irish, French, Russian and Polish.
- Promotional brochure on the services available in the Central library in a number of languages.
- Language learning facilities - the Central Library’s Open Learning Centre (OLC) is extensively used by different nationalities. Learning English accounts for 74% of all language learning use.
- Conversation Exchange programmes held in a number of library locations.
- Submission on an English Language Training Policy and Framework for Legally Resident Adult-Immigrants developed by DCPL.
- The OLC was awarded a Language Ambassador of the Year Award in 2006 by the EU.

Dublin City Libraries in conjunction with Meath, Waterford and the National Library Council have developed research into meeting the challenges of cultural diversity, *‘The Role of Public Libraries and Cultural Diversity’*.

- Motor Tax Services

Dublin City Council on behalf of the Department of Environment, Heritage and Local Government issues motor vehicle licenses and trade plates for motor dealers through four main offices in the city, catering for motorists residing in the Dublin Region. As of May 2006 there were 1.06 million registered drivers in the Dublin Region. The highest numbers of foreign nationals, outside of the UK, recorded were from Nigeria, USA and China, with 6,000, 5,000 and 3,500 licenses recorded respectively.

The motor tax offices is one of the first points of contact for all non nationals requiring driving licences and taxation for their vehicles. Front line staff experienced new challenges in recent years with the rising number of foreign nationals using the service. Incomplete application forms along with the use of incorrect documentation have impacted on the speed of service delivery.

A number of performance issues had developed in relation to these language barriers and identification issues. A result of this has been increased waiting times for customers and associated stress for counter staff. Management adapted to these challenges by translating the signage in motor tax offices as well as translating the application forms into 8 languages. This initiative cost less than €10,000 and is now being rolled out at national level.

- Customer Satisfaction Surveys

In 2007, a Corporate Customer Satisfaction Team was established to measure the quality of services being delivered by Dublin City Council. As part of this project a ‘*satisfaction survey*’ is targeted at users of the DCC customer services call centre.

Currently the team are developing a staff mirror survey for the Motor Tax Offices and a pilot customer satisfaction survey for one of the local Area Offices. The issue of access to services by foreign nationals will be incorporated into the survey design phase. The results of these surveys are expected in 2008.

5.9 Impact of policy on access to and quality of services and lessons learnt

The special initiatives outlined above have resulted in improved service delivery in those key areas. Without further data it is not possible to comment on the outcomes for service users or potential service users.

6 Conclusion: Key challenges, lessons and learning for CLIP

Dublin has undergone a radical transformation over the past 10 years, the economy continues to grow and high levels of inward net migration continue to support this growth. Significant cultural changes have taken place within the country that was until very recently over 95 per cent Irish, White and Catholic. At a more tangible level the streets of Dublin City now play host to a range of ethnically diverse food stores, restaurants, bars and cultural clubs.

National policies are still playing catch up and recently the government appointed a Minister of State with special responsibility for integration. The private sector has quickly absorbed migrants into the workforce with the services and construction sectors employing high numbers of migrants. The public sector does not reflect these patterns and recently the Minister for Integration announced the establishment of an interdepartmental taskforce to identify positive recruitment policies for non-nationals into the civil service.

Dublin City Council provides a service to all residents living in the city. There are no specific policies in place distinguishing foreign nationals from Irish citizens. However, staff and management recognise that the time is right for change. City council is reviewing its internal corporate diversity policy as well as developing a city wide integration policy through the city development board. These are due to be delivered in early 2008.

Recruitment policies within DCC are focused on ensuring that there is no discrimination between candidates. A priority of the Human Resources Department is to ensure compliance with equality legislation. Recruitment competitions have not as yet identified the advantages of developing more progressive recruitment of migrant workers for example bi-lingual front line staff. There are also certain barriers to employment within DCC, such as the recruitment of librarians and a requirement to speak Irish. There are no specific policies to increase the numbers of migrants employed in the organisation.

Within the area of procurement, there may be the option for the organisation to develop improved contractual arrangements with subcontractors in relation to diversity issues and monitoring.

There are no centrally co-ordinated diversity policies relating to migrants at a corporate level. While migrants are eligible to use the services provided by Dublin City Council, and many take advantage of them, there is no specific formal support or information programme dedicated to migrants as yet. The provision of native-language documents is improving across Ireland; the City Council is currently considering the whole issue of translation of service documents, signage, orientation programmes and an explanation of the Council's systems and services to migrants and various cultural communities. It is also examining recommendations from the EU Handbook on Integration for Policy Makers and Practitioners 2007. It is recommended that DCC make use of national, regional and local best practices in developing its internal diversity policies.

Key policies and procedures within DCC need to be 'equality proofed' to ensure there is no unintended negative impact on minority ethnic groups and that any specific needs have been taken into account.

The absence of recording systems of ethnicity or nationality in relation to DCC recruitment and employee figures mean that the impact of equality and diversity policies cannot be measured.

There is also a requirement for DCC to better understand the profile of customers accessing its services. This may be developed through the use of customer surveys, standardised registration and reporting forms with questions on ethnicity and nationality. The library service is proactive in this regard and currently records this information. This could be extended to housing and other applications.

There is a clear requirement to modify practice in this regard. In fact the European Commission against Racism and Intolerance (ECRI) makes specific points concerning the recording of ethnicity in Ireland and recommend that:

'Irish authorities establish and implement a system of ethnic data collection to assess and redress any racial discrimination that may exist.....and should ensure that data collection is carried out in full compliance with the Data Protection Act 2003. Further ECRI recommends that Irish authorities use data gathered in the 2006 census to garner information on the situation of ethnic minorities and non-nationals in various areas and identify possible problems of racial discrimination that may require further investigation.'
(ECRI, 2007).

The Data Protection Act, 2003 provides for the processing of ethnic data with the informed consent of the person concerned. The Irish Data Protection Commissioner informed the ECRI that his office has received no complaints regarding the collection of ethnic data.

The NCCR also recommend that data collection systems are put in place to collect ethnicity, country of birth, language and religion, as it is essential that the needs of minority ethnic

groups are established and that their views are sought on service design, delivery and evaluation.

There is a requirement for DCC to promote quality access to all residents. As demonstrated in this report, meeting the cultural needs of customers can assist in meeting performance targets and in improved performance. This in turn can lead to overall increase in staff satisfaction levels reducing workplace stress and confrontation.

Staff training is an essential component for effectively delivering services to minority ethnic groups. All staff require training, not just front line staff; it is equally as important that policy-makers and managers receive training so that they are aware of the possible implications of their policies and decisions. It may be worth investigating the feasibility of developing a corporate approach to diversity training. Awareness of diversity issues needs to be delivered to the highest levels of management.

- Further research

During the completion of this report possible topics of further research arose. It would be useful to collect and document the opinions of migrants on the attractiveness of job opportunities within public bodies and Dublin City Council in particular. This may help to identify potential barriers to gaining employment in the public sector. Continued equality monitoring of applications, recruitment and promotion within the organisation would provide much needed data for informed policy making. There is also scope to further develop surveys identifying the profile of customers from migrant backgrounds that are accessing services in DCC.

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Interviews

Interviewed Experts, September 2007

Name	Position	Role	Department
Gerry Folan	Senior Executive Officer	Office of Integration and Intercultural Relations	City Development Board, Housing and Residential Services
Declan Hayden	Intercultural relations Manager	Office of Integration and Intercultural Relations	City Development Board, Housing and Residential Services
Cormac O'Donnell	Strategic Policy Manager	Office of Integration and Intercultural Relations	City Development Board, Housing and Residential Services
Liz McHenry	Administrative Officer	Equality Officer	Human Resources
Dymphna Farrell	Administrative Officer	Recruitment and Manpower	Human Resources
Terry Madden	Chief Welfare Officer	Housing Welfare Section	Housing and Residential Services
Eithne O'Donnell	Senior Housing Welfare Officer	Housing Welfare Section	Housing and Residential Services
Deirdre Ellis-King	Head of Dublin City Libraries	Dublin City Librarian	Public Libraries
Aidan Maher	Senior Executive Manager	Administration & Facilities Management	Corporate Services
Martin O'Halloran	Acting Administrative Officer	Facilities Management	Corporate Services
Brendan Ralph	Manager, Customer Services Centre	Customer Services Centre	Corporate Services
Sheila Bruton	Manager, Motor Tax	Motor Taxation Office	Finance