

# Integration of Beneficiaries of International Protection into the Labour Market: Policies and Practices in Ireland

Egle Gusciute, Samantha Arnold and Emma Quinn

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EMN Ireland





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The Economic and Social Research Institute  
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## The European Migration Network

The aim of the European Migration Network (EMN) is to provide up-to-date, objective, reliable and comparable information on migration and asylum at Member State and EU levels with a view to supporting policymaking and informing the general public.

The Irish National Contact Point of the European Migration Network, EMN Ireland, sits within the Economic and Social Research Institute (ESRI).

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## The Authors

Egle Gusciute was a Research Assistant and Samantha Arnold is currently a Research Assistant at the Irish National Contact Point of the European Migration Network (EMN). Emma Quinn is Head of the Irish National Contact Point of the European Migration Network (EMN), within the Economic and Social Research Institute (ESRI).

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## About this Report

This European Migration Network Study maps policies on the application of integration support measures for beneficiaries of international/humanitarian protection in relation to labour market access and participation, identifying existing policies and good practices. The report consists of information gathered by way of a common template, primarily for an overview, EU-level synthesis report on Integration of beneficiaries of international/ humanitarian protection into the labour market: policies and good practices. All reports will be made available at [http://ec.europa.eu/dgs/home-affairs/what-we-do/networks/european\\_migration\\_network](http://ec.europa.eu/dgs/home-affairs/what-we-do/networks/european_migration_network).

*The opinions presented in this report are those of the authors and do not represent the position of the Economic and Social Research Institute, the Irish Naturalisation and Immigration Service, the Department of Justice and Equality, or the European Commission, Directorate-General Migration and Home Affairs.*

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## Abbreviations

ALCES	Adult Literacy and Community Education Scheme
BITC	Business in the Community
BTEA	Back to Education Allowance
BTEI	Back to Education Initiative
CDETB	City of Dublin Education and Training Board
CE	Community Employment
CEDEFOP	European Centre for the Development of Vocational Training
DJE	Department of Justice and Equality
DSP	Department of Social Protection
ECRI	European Commission against Racism and Intolerance
EEA	European Economic Area
EMN	European Migration Network
EPIC	Employment for People from Immigrant Communities
EROC	Emergency Reception and Orientation Centres
ESOL	English for Speakers of Other Languages
ESRI	Economic and Social Research Institute
ETB	Education and Training Board
ETBI	Education and Training Boards Ireland
EU	European Union
FETAC	Further Education and Training Awards Council
GNIB	Garda National Immigration Bureau
HRC	Habitual Residence Condition
INIS	Irish Naturalisation and Immigration Service
IOM	International Organization for Migration
IT	Information and Technology
NALA	National Adult Literacy Agency
NARIC	National Academic Recognition Information Centre
NCP	National Contact Point
NFQ	National Framework for Qualifications



NGO	Non-governmental Organisation
OECD	Organisation for Economic Co-operation and Development
OMI	Office of the Minister for Integration
OPMI	Office for the Promotion of Migrant Integration
ORAC	Office of the Refugee Applications Commissioner
QQI	Quality and Qualifications Ireland
RIA	Reception and Integration Agency
SWA	Supplementary Welfare Allowance
TCN	Third-Country National
TEO	Training and Employment Officer
TFEU	Treaty on the Functioning of the European Union
VET	Vocational Education and Training
UNHCR	The Office of the United Nations High Commissioner for Refugees

# Executive Summary

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Employment, housing, education and health are the main domains in which integration takes place (Ager and Strang, 2008), with access to the labour market frequently viewed as a key indicator of migrant integration (McGinnity et al., 2011; Lundborg, 2013; OECD and the European Union, 2015). Research indicates that refugees face greater challenges in the labour market when compared to other groups of migrants (Connor, 2010) due to lower levels of language proficiency, lack of access to and support from social and other networks, and the potential to experience discrimination (Bevelander, 2011). The integration of beneficiaries of international protection, particularly in the area of employment, can be more difficult due to experiences of conflict and trauma sustained in the country of origin, as well as periods spent outside the labour market in reception accommodation or refugee camps (UNHCR, 2013; Working Group on the Protection Process, 2015; Connor 2010). In Ireland asylum applicants may not work while their asylum claim is being investigated, with the result that many will have gaps in their employment history.

## STUDY AIMS

This study investigates and maps supports which aim to facilitate the integration of beneficiaries of international protection into the Irish labour market. We examine what employment-related support measures are available to beneficiaries, and the extent to which these are targeted to the needs of the group. Challenges met by beneficiaries accessing the labour market are discussed and national and local practices highlighted. The focus of the study is on state-provided integration supports. The study does not aim to measure labour market integration of beneficiaries of international protection, nor does it intend to evaluate the success of support measures in integrating beneficiaries of international protection into the labour market.

We look at three groups of beneficiaries of international protection: Geneva Convention Refugees (hereafter Convention Refugees), resettled UNHCR 'Programme' Refugees (hereafter Programme or resettled Refugees) and beneficiaries of subsidiary protection in Ireland.<sup>1</sup> Persons granted 'leave to remain' including for humanitarian reasons are also included within the scope of the study. The report is based on the Irish contribution to an EU-wide, European Migration Network (EMN) study on *Integration of beneficiaries of*

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<sup>1</sup> Ireland refers to the Republic of Ireland, i.e. excluding Northern Ireland. For an overview of refugee integration in Northern Ireland, see Malischewski, 2013.

*international/humanitarian protection into the labour market: policies and good practices in the EU.*<sup>2</sup>

## EU LEVEL

At the EU level, the legal right for beneficiaries of international protection to access the labour market and to avail of employment-related supports is provided for in the Qualification Directive (Recast).<sup>3</sup> The EMN study found that all Member States<sup>4</sup> provide some employment-related support measures, generally following a mainstreamed approach or a hybrid of mainstreamed supports with some tailored measures for beneficiaries of international protection. The EMN study noted that given the ‘specific needs’<sup>5</sup> of beneficiaries of international protection, a mainstreamed approach may be insufficient. The study identified tailored measures as constituting good practice, which could be encouraged.

## INTEGRATION POLICY AND RELEVANT LEGISLATION

Although Ireland does not participate in the recast Qualification Directive, the similar provisions of the original Qualification Directive apply. Access to the labour market is set out in Irish legislation for Convention and Programme Refugees and beneficiaries of subsidiary protection and all three groups have rights equal to Irish nationals in relation to employment. If a person does not qualify for refugee or subsidiary protection status, he or she may be granted ‘leave to remain’, which can be granted for a range of reasons including for humanitarian reasons.<sup>6</sup> The rights of persons with leave to remain are not provided for in legislation and vary depending on the immigration stamp issued and the conditions attached to it, for example some beneficiaries may be permitted to seek and enter employment at the discretion of the Minister for Justice and Equality.

In general, Ireland pursues a policy of mainstream service provision in the area of integration, with targeted initiatives aimed at meeting specific needs (McGinnity et al., 2014). A mainstreaming model may be described as one used to ‘reach

<sup>2</sup> European Migration Network (2016). Integration of Beneficiaries of International/Humanitarian Protection into the Labour Market: Policies and Good Practices in the EU: Synthesis Report. See [http://ec.europa.eu/dgs/home-affairs/what-we-do/networks/european\\_migration\\_network/index\\_en.htm](http://ec.europa.eu/dgs/home-affairs/what-we-do/networks/european_migration_network/index_en.htm) and [www.emn.ie](http://www.emn.ie).

<sup>3</sup> *Directive 2011/95/EU of the European Parliament and of the Council of 13 December 2011 on standards for the qualification of third-country nationals or stateless persons as beneficiaries of international protection, for a uniform status for refugees or for persons eligible for subsidiary protection, and for the content of the protection granted (recast) and Council Directive 2004/83/EC of 29 April 2004 on Minimum Standards for the Qualification and Status of Third Country Nationals or Stateless Persons as Refugees or as Persons Who Otherwise Need International Protection and the Content of the Protection Granted (original).*

<sup>4</sup> Of the 24 Member States that participated in the study.

<sup>5</sup> Wording used in Qualification Directive (recast). See Section 1.1.1.

<sup>6</sup> Note that the status of beneficiary of humanitarian protection does not exist in Ireland. Persons permitted to remain in Ireland under humanitarian grounds are referred to in the current study as persons with leave to remain including for humanitarian reasons.

people with a migration background through social programming and policies that also target the general population’ (Collett and Petrovic, 2014).

The mainstreaming approach to integration also looks to the local community for implementation. In practice, this means that integration, including labour market integration, touches on a range of policy areas, often administered by different government departments, organisations and/or agencies. Labour market integration measures are typically available through mainstream services and policies. There are some targeted integration initiatives for Programme Refugees but these are not specific to labour market integration. A distinction therefore exists at the policy level between Programme Refugees and Convention Refugees and beneficiaries of subsidiary protection in Ireland; the former benefit from a more formalised and targeted system of supports and as a result may face fewer obstacles integrating to the labour market.

The Office of the Minister for Integration was established in 2007 and became the Office for the Promotion of Migrant Integration (OPMI) in 2011. OPMI has a cross-departmental mandate to develop and co-ordinate integration policy across government departments and agencies (McGinnity et al., 2011). In 2008, a ‘Statement on Integration Strategy and Diversity Management’ was issued by the then Office of the Minister for Integration. In early 2014 it was announced that work would begin on a new integration strategy.<sup>7</sup> A consultation process took place during 2014 and publication of the strategy is pending.

## IDENTIFIED GOOD PRACTICES AND CHALLENGES

Among the target groups (Programme Refugees, Convention Refugees, beneficiaries of subsidiary protection and persons granted ‘leave to remain’) Programme Refugees are the only group to have access to targeted integration supports in Ireland. Programme Refugees may access an initial 8-10 week orientation programme in a reception centre, followed by a 12-month programme in the receiving community.<sup>8</sup> The orientation programme is provided by the Education and Training Boards (ETBs) in cooperation with the OPMI. The programme is adapted and tailored to the needs of each group and covers a wide range of topics such as language skills, rights and entitlements, life in Ireland, child protection, children’s rights, domestic violence, the Irish education system, employment etc.<sup>9</sup> The ETBs may invite speakers to provide information or training on particular issues or skills.

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<sup>7</sup> [www.justice.ie/en/JELR/Pages/PR14000090](http://www.justice.ie/en/JELR/Pages/PR14000090).

<sup>8</sup> Correspondence with OPMI, January 2016.

<sup>9</sup> See [www.thirdageireland.ie/failte-isteach](http://www.thirdageireland.ie/failte-isteach).

Several other examples of state-supported practice which facilitate the integration of migrants in general into the Irish labour market are discussed in the current report, including the following:

- *Fáilte Isteach*, a project run by Third Age Foundation and funded by OPMI, was established to help new migrants to integrate into their local community by providing conversational English classes delivered by local volunteers, free of charge.<sup>10</sup>
- The *Employment for People from Immigrant Communities* (EPIC), a project run by Business in the Community Ireland<sup>11</sup> and funded by OPMI and the European Social Fund,<sup>12</sup> is a labour market programme aimed at assisting migrants to enter the Irish labour market. The programme consists of four weeks of employment training and two weeks of 'Living and Working in Ireland' module and mock interviews.<sup>13</sup>
- ETBs provide language support, vocational education and skills training in addition to their targeted work with Programme Refugees. The ETBs noted that the provision of mainstream classes and training provides integration opportunities as some courses are followed by non-Irish nationals and Irish nationals.<sup>14</sup>
- The National Academic Recognition Information Centre (NARIC) Ireland, operating under the aegis of the state agency, Quality and Qualifications Ireland, manages an online database that allows for a comparison of over 560 foreign qualifications against the Irish National Qualifications Framework.<sup>15</sup>

The study also identifies difficulties that beneficiaries of international protection/leave to remain may face in accessing employment and employment-related support measures, including:

- Most services in Ireland are mainstreamed and as a result are not specifically tailored to the needs of beneficiaries of international or humanitarian protection.
- Services tend to be regionally concentrated for example the EPIC pre-employment training programme is only available in the Greater Dublin Area.
- There is generally no distinction made in service provision between different migrant groups, such as migrant workers (EU and non-EU nationals), asylum seekers and beneficiaries of international protection. Beneficiaries of

<sup>10</sup> See [www.thirdageireland.ie/failte-isteach](http://www.thirdageireland.ie/failte-isteach).

<sup>11</sup> An organisation concerned with corporate social responsibility; see [www.bitc.ie](http://www.bitc.ie).

<sup>12</sup> The EPIC project receives funding from the Office for the Promotion of Migrant Integration. EPIC is co-financed at a rate of 50 per cent by the European Social Fund.

<sup>13</sup> See [www.integration.ie/website/omi/omiwebv6.nsf/page/funding-fundforintegration-esfepic-en](http://www.integration.ie/website/omi/omiwebv6.nsf/page/funding-fundforintegration-esfepic-en).

<sup>14</sup> Input from ETBs coordinated by Solas, received November 2015. See Table A3.1, Annex 3.

<sup>15</sup> See [www.qqi.ie/Pages/Recognition-of-Foreign-Qualifications-.aspx](http://www.qqi.ie/Pages/Recognition-of-Foreign-Qualifications-.aspx).

international protection may have distinct needs and requirements compared to other groups, for example EU migrant workers.

- Access to social housing and lack of accommodation are widespread challenges in Ireland affecting both native Irish and migrant groups. However beneficiaries of international protection may face more barriers when accessing accommodation due to language barriers, financial barriers and difficulties navigating disjointed housing supports<sup>16</sup> (UNHCR, 2013).

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<sup>16</sup> The local authorities are the main providers of social housing while social welfare supports such as rent supplement are provided by the Department of Social Protection.

# Section 1

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## Introduction

Section 1 provides an introduction to the study, the scope of the discussion and its objectives. Relevant terminology is introduced and the methodology used to compile the study is discussed.

### 1.1 OBJECTIVES AND BACKGROUND TO THE STUDY

Integration may be understood and defined in different ways (see Kuhlman, 1991 and Penninx, 2010). The Department of Justice and Equality (2000) has defined integration as a two-way process, and

*..the ability to participate to the extent that a person needs and wishes in all of the major components of society, without having to relinquish his or her own cultural identity.*

It is widely accepted that employment, housing, education and health are the main domains in which integration takes place (Ager and Strang, 2008), with access to the labour market frequently viewed as a key indicator of migrant integration (McGinnity et al., 2011; Lundborg, 2013; OECD and the European Union, 2015).

Beneficiaries of international protection face greater challenges in the labour market when compared to other groups of migrants (Connor, 2010). Challenges in relation to integration, particularly in the area of employment, can arise due to experiences of persecution, armed conflict, and trauma sustained in the country of origin, as well as periods spent outside the labour market in reception accommodation or refugee camps (UNHCR, 2013; Working Group on the Protection Process, 2015). Research indicates that refugees are more likely to be unemployed or have temporary jobs, attributed in part to differences in human capital, for example language skills, lack of networks and discrimination (Bevelander, 2011).

The study aims to investigate supports in place to facilitate labour market integration of beneficiaries of international protection, including Convention

Refugees, Programme Refugees and beneficiaries of subsidiary protection.<sup>17</sup> Persons granted leave to remain including for humanitarian reasons (henceforth leave to remain) are also included within the scope of the study.<sup>18</sup> The report is based on the Irish contribution to an EU-wide, European Migration Network (EMN) study on *Integration of beneficiaries of international/humanitarian protection into the labour market: policies and good practices in the EU*. A similar study has been undertaken by each EMN National Contact Point (NCP) and a synthesis report has been produced (see European Migration Network, 2016).

### 1.1.1 EU Level

The EMN study found that all Member States<sup>19</sup> provide employment-related support measures. The majority of the Member States follow a mainstreaming approach and employment and integration support measures are provided in a similar manner to third-country nationals and/or nationals. The EMN study noted that a mainstreaming approach may be insufficient given the 'specific needs'<sup>20</sup> of beneficiaries of international protection and the acknowledged challenges the group may face in relation to integration including in the labour market. Some Member States have developed tailored measures that target beneficiaries. The EMN study identified such tailored measures as constituting good practice and something that could be further encouraged.

The focus of the Irish report falls on beneficiaries of international protection and persons granted leave to remain. However, as the approach to integration follows a mainstreaming model, the study mainly reviews labour market integration measures aimed at migrants in general. Targeted integration services and policies are more developed for Programme Refugees and are thus dealt with separately. Asylum seekers and victims of trafficking (other than those who receive protection or are granted leave to remain)<sup>21</sup> are excluded from the scope of this study.

The study aims to map state-supported employment-related measures which facilitate the integration of beneficiaries of international protection and persons granted leave to remain into the Irish labour market. Therefore any support measures provided by non-governmental organisations (NGOs) without financial

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<sup>17</sup> Ireland refers to the Republic of Ireland, i.e. excluding Northern Ireland. For an overview of refugee integration in Northern Ireland, see Malischewski, 2013.

<sup>18</sup> The EU-level study includes persons granted humanitarian protection status in the framework of an asylum procedure due to obligations under international refugee or human rights instruments. In Ireland the status of beneficiary of humanitarian protection does not exist. Persons issued leave to remain in Ireland under humanitarian grounds are included in the current study, although in practice they cannot be separately identified from all persons issued with 'leave to remain'.

<sup>19</sup> Of the 24 Member States that participated in the study.

<sup>20</sup> Wording used in Qualification Directive (recast). See Section 1.1.1.

<sup>21</sup> Victims of trafficking are excluded generally from this study. However, victims of trafficking may be recognised refugees or granted leave to remain. For more information see Joyce and Quinn, 2014b.



involvement of the State are beyond the scope of this study. The following support measures<sup>22</sup> (see Section 1.2.1 for definitions of terminology used) are included within the scope of the study:

- Language courses and education and training;
- Orientation courses;
- Vocational education and training;
- Procedures for the recognition of qualifications;
- Counselling services;
- Access to housing;
- Guaranteed minimum resources.

The measures listed above do not represent an exhaustive list of employment-related supports. These measures were selected in order to provide comparability with other EU Member States and are discussed below. The study examines the extent to which targeted, employment-related support measures are available to beneficiaries of international protection. Challenges and obstacles to accessing the labour market are discussed and current practices are highlighted. The study does not aim to measure labour market integration of beneficiaries of international protection, nor does it intend to evaluate the success of support measures in integrating beneficiaries of international protection into the labour market.

### **1.1.2 EU Context**

Many European countries have tried to improve the integration of third-country nationals, including beneficiaries of international protection, in recent years (UNHCR, 2013). In 2004, the Justice and Home Affairs Council adopted conclusions on 'Immigrant Integration Policy in the European Union'.<sup>23</sup> The conclusions stated that developing goals, indicators and evaluation mechanisms are necessary to adjust policy and review progress on integration (Huddleston et al., 2013). While the EU may promote, incentivise and support the integration of third-country nationals residing legally in Member States, the harmonisation of law is explicitly excluded.<sup>24</sup> Integration policy therefore remains a national competence and national approaches to integration vary within the EU.

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<sup>22</sup> Integration is a multi-dimensional process and this study does not aim to cover all of the support measures for example health which may also assist beneficiaries of international protection to integrate into the labour market.

<sup>23</sup> [www.consilium.europa.eu/ueDocs/cms\\_Data/docs/pressData/en/jha/82745.pdf#zoom=100](http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/jha/82745.pdf#zoom=100).

<sup>24</sup> Article 79.4 of the Treaty on the Functioning of the European Union (TFEU).

At the EU level, the legal right for beneficiaries of international protection to access the labour market is provided for in Article 26 of the Qualification Directive (recast).<sup>25</sup> Article 26 also requires Member States to ensure beneficiaries have access to employment support measures in the same way as nationals. In addition, Article 34 requires Member States to ‘take into account the specific needs of beneficiaries’ in respect of integration measures, acknowledging that beneficiaries face particular challenges to integrating, including in accessing the labour market (European Migration Network, 2016).

Existing supports for beneficiaries of international protection are typically found within mainstream integration programmes and services (UNHCR, 2013). A mainstreaming model may be described as one used to ‘reach people with a migration background through social programming and policies that also target the general population’ (Collett and Petrovic, 2014).

Many EU Member States are experiencing an ageing population and shrinking workforce. Migration has been identified as one possible solution to such demographic challenges (OECD and European Union, 2014). Part of the EU response has been to increase efforts to attract highly skilled immigrants (European Commission, 2011a). However, the *European Agenda for the Integration of Third-Country Nationals* notes that legal migrants already present in EU Member States should also form part of the solution (European Commission, 2011b).<sup>26</sup>

Between 2010 and 2015, almost 3 million first-time asylum applications were lodged in the EU (European Migration Network, 2016). Eurostat reported an increase in first time asylum applicants of 150 per cent in the third quarter of 2015 when 413,800 applications were made, compared with the same quarter of 2014 when 163,400 applications were made.<sup>27</sup> The Commission describes the current situation as an ‘ongoing refugee crisis’ and as a result efforts to support the integration of refugees, within Member States, have been pushed up the EU policy agenda. In September 2015, the European Commission held a meeting to discuss how to optimise the use of funds<sup>28</sup> to support integration measures, including social inclusion and improving employment opportunities, aimed at refugees and asylum seekers (European Commission, 2015).

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<sup>25</sup> Directive 2011/95/EU of the European Parliament and of the Council of 13 December 2011 on standards for the qualification of third-country nationals or stateless persons as beneficiaries of international protection, for a uniform status for refugees or for persons eligible for subsidiary protection, and for the content of the protection granted.

<sup>26</sup> See also UNHCR, 2013.

<sup>27</sup> See [ec.europa.eu/eurostat/statistics-explained/index.php/Asylum\\_quarterly\\_report#Increase\\_in\\_asylum\\_applicants](http://ec.europa.eu/eurostat/statistics-explained/index.php/Asylum_quarterly_report#Increase_in_asylum_applicants).

<sup>28</sup> European Social Fund and Fund for European Aid to the Most Deprived.

### 1.1.3 Irish Context

Ireland has not seen the large inflows of refugees experienced in other Member States in recent years, for example in Germany, Hungary and Sweden. However asylum applications have increased in Ireland since 2014 (see Section 1.1.3.4). Reliable data are not available on the number of beneficiaries of international protection in Ireland or on their labour market participation. UNHCR estimates that of those seeking asylum in Ireland between 2003 and 2013, just over 10,000 persons were granted refugee status (McGinnity et al, 2014). In addition, more than 1,300 refugees have been resettled under the Irish resettlement programme since 2000.

The challenges that migrants in general may face in the Irish labour market include higher unemployment and lower wages etc., compared to Irish nationals (Barrett and Duffy, 2008; O'Connell and McGinnity et al., 2008). In addition, non-Irish nationals experience higher rates of discrimination in looking for employment and in the workforce (Kingston et al., 2015). Overall, migrants have been harder hit by the recent economic recession when compared to the native population (Barrett and Kelly, 2012; McGinnity et al., 2013).

UNHCR (2013) found that factors such as lack of English language skills, gaps in CVs, barriers to the recognition of qualifications obtained outside of Ireland and lack of informal networks are barriers for refugees and other beneficiaries of international protection in accessing employment (UNHCR, 2013). A representative from EPIC also noted similar challenges and indicated that a lack of understanding of the job culture in Ireland can be a hindrance.<sup>29</sup> UNHCR (2013) found that unfamiliarity with the Irish employment system and how best to 'sell' skills can act as obstacles. The UNHCR argues that obstacles encountered by migrants in general in the labour market tend to be intensified in the case of refugees, irrespective of economic conditions (UNHCR, 2013).

Long-term unemployment increases the risk of becoming unemployed again or remaining unemployed (Sinfield, 1981). In Ireland, protection applicants waiting for their protection status to be determined are not permitted to work, with the result that many will have gaps in their employment history. Given that this process can be lengthy (Working Group on the Protection Process, 2015), beneficiaries of international protection and persons granted leave to remain are more likely to have spent long periods outside the labour force and face additional challenges such as out-dated skills when re-entering the labour market (Joyce and Quinn, 2014a). In 2015, the Working Group on the Protection Process recommended that protection applicants should be allowed to access the labour

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<sup>29</sup> Interview with EPIC, October 2015.

market if they had been waiting for a first instance decision for nine months or more and co-operating fully with the authorities, however the recommendation was not adopted (Working Group on the Protection Process, 2015).

### 1.1.3.1 Integration Policy in Ireland

In Ireland, policy related to immigration, including integration, has largely developed to deal with issues as they have arisen. Ireland pursues a policy of mainstreaming service provision in the area of integration, with targeted initiatives aimed at meeting specific needs (McGinnity et al., 2014). The mainstreaming approach to integration also looks to the local community for implementation (Office of the Minister for Integration, 2008). In practice, this means that integration, including labour market integration, touches on a range of policy areas, often administered by different government departments, organisations and/or agencies. Labour market integration measures are typically available through mainstream services and policies. There are some targeted integration initiatives for Programme Refugees.

Ireland, traditionally a country of emigration, did not experience significant migration inflows until the 1990s. Prior to 2007, integration policy fell under the remit of the Reception and Integration Agency (RIA)<sup>30</sup> and was restricted to refugees (McGinnity et al., 2011). The Intra-Departmental Group on the Integration of Refugees was established in 2001 and produced a report entitled *Integration: A Two Way Process*. It defined integration as

*the ability to participate to the extent that a person needs and wishes in all of the major components of society, without having to relinquish his or her own cultural identity*

and identified employment as a key factor facilitating integration (Department of Justice, Equality and Law Reform, 2000).

In 2007, the Office of the Minister for Integration (OMI) was established with a cross-departmental mandate to develop, co-ordinate and drive integration policy for all migrants across government departments and agencies (McGinnity et al., 2011). A 'Statement on Integration Strategy and Diversity Management' was issued in 2008 (Office of the Minister for Integration). In 2011, OMI became the Office for the Promotion of Migrant Integration (OPMI) and retained its original mandate. OPMI provides funding for local authorities, national sporting agencies, non-governmental organisations (NGOs) etc. OPMI also funds the Employment for People from Immigrant Communities (EPIC) programme, which works with

<sup>30</sup> The Reception and Integration Agency (RIA) is agency under the aegis of the Irish Naturalisation and Immigration Service with responsibility for providing accommodation for asylum seekers and suspected victims of trafficking, coordinating the provision of services (health, education, etc.), and facilitating the voluntary return home of destitute nationals from certain EU States. [www.ria.gov.ie](http://www.ria.gov.ie).

immigrants to help them integrate into Irish society through employment and education<sup>31</sup> (see Section 3.2.1). The Office is responsible for the European Refugee Fund and the European Fund for the Integration of Third Country Nationals, now replaced by the Asylum, Migration and Integration Fund (AMIF).. OPMI also co-ordinates Ireland's participation in the Refugee Resettlement Programme in conjunction with the Office of the United Nations High Commissioner for Refugees (UNHCR) and the International Organization for Migration (IOM). Further information is provided on OPMI in Section 3.2.

In March 2014, the then Minister for Justice, Equality and Defence welcomed the first meeting of the newly reconstituted Cross Departmental Group on Integration and announced that the Minister would begin consulting on a new integration strategy.<sup>32</sup> Publication of this strategy is pending.

### 1.1.3.2 Ireland's Resettlement Programme

The Irish Refugee Resettlement Programme has been in operation since 2000 and is run by the Irish government in collaboration with the UNHCR. It is overseen at national level by an Inter Departmental Group chaired by the OPMI in the Department of Justice and Equality and at the local level by an inter-agency working group established in each receiving community in Ireland. Receiving communities are selected by OPMI in consultation with the Inter Departmental Group and to date refugees have been resettled across the country in 24 different locations outside of Dublin and four locations in the Dublin area.<sup>33</sup>

### 1.1.3.3 Monitoring Integration within a Mainstreamed System

The Justice and Home Affairs Council conclusions on 'Immigrant Integration Policy in the European Union'<sup>34</sup> highlight the importance of evaluating integration policies. In Ireland the *Annual Integration Monitor* series assesses key indicators in employment, education, social inclusion and active citizenship based on an EU-wide framework and looks at outcomes for migrants in the four domains.<sup>35</sup> The most recent *Annual Integration Monitor* found that the unemployment rate for non-Irish nationals was higher than the unemployment rate for Irish nationals.<sup>36</sup> There was very little difference in the percentage of non-Irish nationals and Irish

<sup>31</sup> [www.bitc.ie](http://www.bitc.ie).

<sup>32</sup> [www.justice.ie/en/JELR/Pages/PR14000090](http://www.justice.ie/en/JELR/Pages/PR14000090).

<sup>33</sup> Correspondence with OPMI, January 2016.

<sup>34</sup> [www.consilium.europa.eu/ueDocs/cms\\_Data/docs/pressData/en/jha/82745.pdf#zoom=100](http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/jha/82745.pdf#zoom=100).

<sup>35</sup> Each report also contains a special theme e.g. changing Irish attitudes to immigrants; migrants in the workplace etc. Four reports in the Integration Monitor series have been published to date, covering the period from 2010 to 2013. It is expected that a fifth report will be published in 2016. Reports can be downloaded from [www.esri.ie](http://www.esri.ie) and [www.emn.ie](http://www.emn.ie).

<sup>36</sup> The data in *Annual Integration Monitor* refer to the first quarter of 2013 when the unemployment rate was 18 per cent among non-Irish nationals, compared to just over 13 per cent for Irish nationals. Eurostat data on the unemployment rates of non-Irish and Irish citizens in 2014 indicate rates of 14 and 11 per cent respectively (Eurostat, 2015).

nationals educated to third level.<sup>37</sup> In English reading, immigrant students aged 15 years from non-English speaking backgrounds had lower achievement scores, on average, than their Irish peers, while no significant difference existed in mathematics test scores between immigrant and native Irish students. Reflecting on the high unemployment rate among non-Irish nationals, the report recommended that labour market programmes are implemented with a view to ensuring vulnerable groups are integrated into the labour market (McGinnity et al., 2014).<sup>38</sup>

#### 1.1.3.4 Overview of Main Trends Regarding Beneficiaries of International Protection and Persons granted Leave to Remain

The number of applications for refugee protection decreased annually between 2005 and 2013. Ireland received 946 applications for refugee protection in 2013. In 2014, 1,448 applications were submitted. This number increased by 126 per cent in 2015 to 3,276.<sup>39</sup> There were 250 applications for subsidiary protection in 2014 and 297 in 2015. This represents an increase in applications of 19 per cent.

The number of persons granted Geneva Convention refugee protection (at first instance and appeal) was 223 in 2014 and 334 in 2015. During 2014, 281 people were granted subsidiary protection (first instance and appeal), falling to 223 in 2015. Ireland also resettled 96 Programme Refugees in 2014 and 176 in 2015 (See Table A2.1 in Annex 2).<sup>40</sup> Therefore the total number of persons recognised or resettled as beneficiaries of international protection in 2014 was 600 in 2014 and 773 in 2015. This represents an overall increase in persons granted international protection of 29 per cent year-on-year.<sup>41</sup>

The top five countries of origin of persons granted refugee and subsidiary protection in 2014 and 2015 were: Nigeria, Pakistan, Zimbabwe, the Democratic Republic of Congo and Albania.<sup>42</sup>

The Irish refugee resettlement programme has been in operation since 2000. To date, over 1,300 refugees from 27 different countries, including Iraq and Syria,

<sup>37</sup> This data looked at mean achievement in English and maths based on PISA 2012 data.

<sup>38</sup> Four reports in the Integration Monitor series have been published to date, covering the period 2010-2013. It is expected that a fifth report will be published in 2016. The Monitor assesses key indicators in employment, education, social inclusion and active citizenship based on an EU-wide framework and looks at outcomes for migrants in the four domains. Each report also contains a special theme for example changing Irish attitudes to immigrants; migrants in the workplace etc. Reports can be downloaded at [www.esri.ie](http://www.esri.ie) and [www.emn.ie](http://www.emn.ie).

<sup>39</sup> See 'Protection and Return Statistics', under 'Useful Statistics' on [www.emn.ie](http://www.emn.ie).

<sup>40</sup> See [www.integration.ie/website/omi/omiwebv6.nsf/page/resettlement-overviewresettlementprogrammes2010onward-en](http://www.integration.ie/website/omi/omiwebv6.nsf/page/resettlement-overviewresettlementprogrammes2010onward-en).

<sup>41</sup> Sources: Correspondence with ORAC and RAT, April 2016.

<sup>42</sup> Total number granted Geneva Convention Refugee Status and subsidiary protection at first instance and appeal during 2014 and 2014. Excludes resettled refugees. Source: Correspondence with UNHCR, May 2016.

have been resettled in Ireland.<sup>43</sup> As noted above, the resettlement of refugees in Ireland has increased in the last two years. Ireland has pledged to resettle 220 persons under the existing resettlement programme and an additional 300 persons as part of the EU Resettlement Programme in 2015/2016. Some 263 persons have been admitted as of 28 April 2016.<sup>44</sup> Between 2007 and 2010, 40 refugees were relocated from Malta.<sup>45</sup> A further ten were relocated from Greece in 2016.<sup>46</sup>

In addition to Ireland's established refugee resettlement programme, the government introduced a once-off humanitarian admission scheme operating from 14 March 2014 until 30 April 2014. Some 111 people from Syria were granted permission to enter Ireland under this scheme in 2014.<sup>47</sup>

There has been an increase in grants of leave to remain annually from 2012, after a peak in grants in 2011.<sup>48</sup> The grants made on the basis of humanitarian grounds are not disaggregated from grants on other grounds.

Figure 1.1 shows data on first instance grants (i.e. excluding appeal) of Convention Refugee status, first instance grants of subsidiary protection, numbers of Programme Refugees resettled and all those who are granted leave to remain after having gone through the asylum process.

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<sup>43</sup> 1,361 as of March 2016. Correspondence with OPMI, March 2016. See [www.integration.ie](http://www.integration.ie).

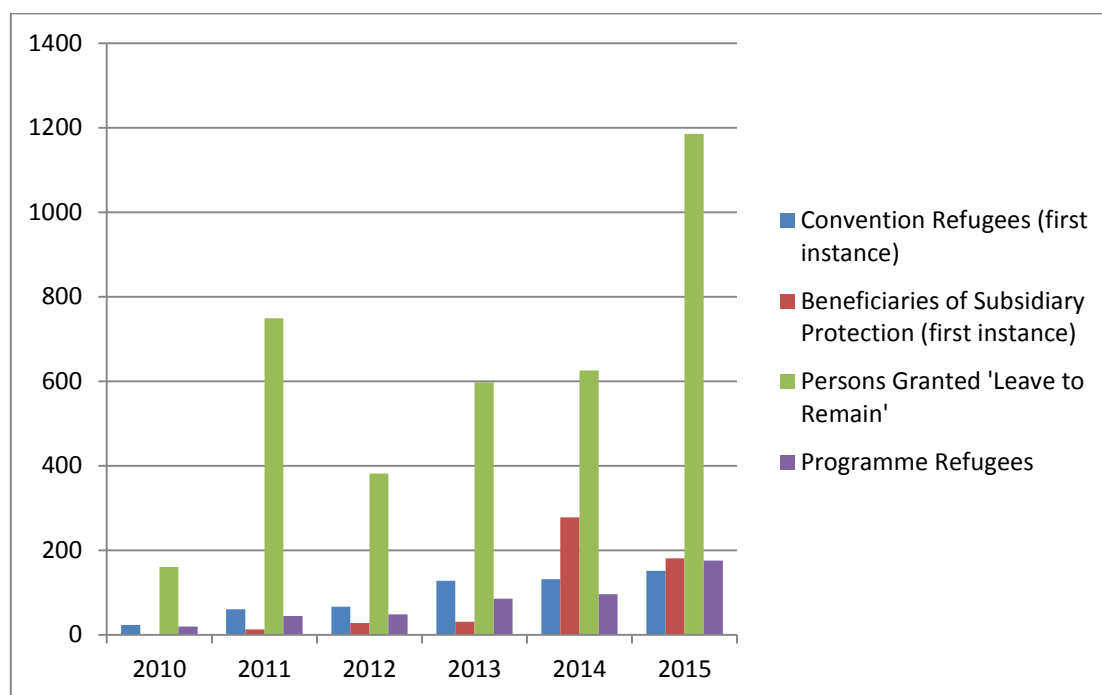
<sup>44</sup> See [www.justice.ie/en/JELR/Pages/SP16000093](http://www.justice.ie/en/JELR/Pages/SP16000093).

<sup>45</sup> See [www.integration.ie](http://www.integration.ie).

<sup>46</sup> See [www.irishtimes.com/news/politics/ten-refugees-out-of-promised-2-620-have-arrived-in-ireland-1.2576107](http://www.irishtimes.com/news/politics/ten-refugees-out-of-promised-2-620-have-arrived-in-ireland-1.2576107).

<sup>47</sup> INIS received 94 applications from Syrians using the Syrian Humanitarian Admission Programme (SHAP). See [www.justice.ie](http://www.justice.ie).

<sup>48</sup> See Table A2.1, Annex 2.

**FIGURE 1.1** Programme Refugees and Persons Granted Protection at First Instance and Leave to Remain, 2010-2015

*Source:* Data 2010-2014, IE EMN Annual Reports (See Joyce and Whelan, 2015 and Joyce and Gusciute, 2015) and www.emn.ie; Data on Convention Refugees 2015, ORAC; Data on Programme Refugees 2015, OPMI.

*Note:* Data supplied in Annex 2. Figure does not include those subsequently granted international protection on appeal.

## 1.2 METHODOLOGY AND KEY TERMINOLOGY

The information used to compile this report was gathered according to commonly agreed EMN specifications. Extensive desk research was undertaken at the outset of the study, including a review of existing academic literature on the issue. The temporal scope of the study is up to end-2015 with some 2016 updates where necessary.

The *Annual Integration Monitors* and the UNHCR report *Towards a New Beginning: Refugee Integration in Ireland* were key sources of information in relation to integration, including in the domain of employment in the Irish context. Previous EMN studies on international protection, social security and economic migration were also consulted. A large amount of information was obtained from governmental publications and websites, in particular from the Department of Social Protection, OPMI, Department of Justice and Equality and Department of Education and Skills.

National data were obtained from various sources, including: Statistical Reports of the Office of the Refugee Applications Commissioner (ORAC), OPMI and EMN Annual Reports. Data on naturalisation applications and certificates issued were supplied by the Irish Naturalisation and Immigration Service (INIS), Department of Justice and Equality.



As discussed above a range of agencies, departments, organisations and local groups play a part in executing mainstream integration supports in Ireland. Several key organisations were consulted as part of this study and are listed in Table 1.1.

EPIC was interviewed as it is the only State-funded national NGO providing specific employment integration support to the migrant community. ETBs across the country were asked to report on local practices, and responses were co-ordinated and collated by SOLAS for the purpose of this study.

**TABLE 1.1** Organisations/Departments/Agencies Consulted for the Study, 2015-2016

Organisation/Department /Agency	Interview	Correspondence/ Written Communication
Department of Social Protection		✓
Education and Training Boards		✓
Employment for People from Immigrant Communities Programme	✓	✓
Fáilte Isteach		✓
Irish Naturalisation and Immigration Service, Department of Justice and Equality		✓
National Adult Literacy Agency		✓
OPMI		✓
QQI	✓	✓
SPIRASI		✓
UNHCR		✓

A draft of the study was subsequently circulated to all those interviewed for the study. Further information and comments were incorporated as relevant. The study was also subject to internal and external review.

### 1.2.1 Key Terminology

Key definitions used in this study are derived from the Asylum and Migration Glossary (European Migration Network, 2014), unless specified otherwise. Where possible EMN-agreed definitions are used in order to facilitate comparison across the EU Member States, however some terms are specific to the Irish context. Variations used in the Irish context are also indicated and used throughout the report. Where different terms are used interchangeably throughout the study, this is specified in the definitions provided below. Abbreviations used throughout the report are provided at the front of this report.

**Applicant for international protection:** means a third-country national or a stateless person who has made an application for international protection in respect of which a final decision has not yet been taken.

**Beneficiary of international protection:** means a person who has been granted refugee status or subsidiary protection status. In the Irish context refugees, Programme Refugees and beneficiaries of subsidiary protection are considered to be beneficiaries of international protection.

**Convention Refugee:** means a person recognised as a refugee by States under the criteria in Article 1A of the 1951 UN Refugee Convention, also known as the Geneva Convention, and entitled to the enjoyment of a variety of rights under the Convention.

**Humanitarian protection:** A form of non-EU harmonised protection nowadays normally replaced by subsidiary protection except in some Member States. This status does not exist in Ireland; a person may be granted leave to remain including for humanitarian reasons.

**Integration:** In the EU context a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States.

**Leave to remain:** Leave to remain status may be granted at the discretion of the Minister for Justice and Equality to persons who have applied for asylum but are not deemed eligible for refugee status or subsidiary protection, and are subsequently permitted to remain lawfully in Ireland on other grounds including humanitarian grounds.

**Person eligible for subsidiary protection:** a third-country national or a stateless person who does not qualify as a refugee but in respect of whom substantial grounds have been shown for believing that the person concerned, if returned to his or her country of origin, or in the case of a stateless person, to his or her country of former habitual residence, would face a real risk of suffering serious harm as defined in Article 15 of Directive 2011/95/EC, and to whom Article 17 (1) and (2) of said Directive do not apply, and is unable, or, owing to such risk, unwilling to avail himself or herself of the protection of that country.

**Refugee status:** The recognition by a Member State of a third-country national or stateless person as a refugee.

**Resettled Refugee/Programme Refugee:** In the EU context, a third-country national or stateless person who, on a resettlement request from UNHCR based on their need for international protection, are transferred from a third country to a Member State where they are permitted to reside with one of the following statuses: i) refugee status within the meaning of Article 2 (d) of Directive 2011/95/EU or ii) a status which offers the same rights and benefits under national and Union law as refugee status. In Ireland resettled refugees have the same rights as Convention Refugees. In this study terms Programme Refugee and resettled refugee are used interchangeably.

**Resettlement programme:** In the EU context, voluntary programmes by which Member States aim to provide international protection and durable solution on their territories to refugees and displaced persons identified as eligible for resettlement by UNHCR and which include actions that the Member States implement to assess the resettlement needs and transfer the persons concerned to their territories, with a view to granting them a secure legal status and to promoting their effective integration.

**Relocation:** The transfer of persons having a status defined by the Geneva Convention of 1951 or subsidiary protection within the meaning of Directive 2011/95/EU from the EU Member State which granted them international protection to another EU Member State where they will be granted similar protection, and of persons having applied for international protection from the EU Member State which is responsible for examining their application to another EU Member State where their applications for international protection will be examined.

**Residence permit:** Any authorisation issued by the authorities of an EU Member State allowing a non-EU national to stay legally in its territory, in accordance with the provisions of Regulation 265/2010 (Long Stay Visa Regulation). In Ireland, where the Regulation is not applicable, non-EEA nationals are allocated several documents which together comprise a residence permit:

- i) A date stamp is placed on the passport which denotes the duration of the holder's permission to remain in the State. It may also contain details in relation to the conditions applicable;
- ii) Certificate of Registration in the form of a Garda National Immigration Bureau Registration Card. This card will also reference the specific Stamp issued to the holder which is central to the current discussion because it denotes the level of access to the labour market and to various supports including social security (see Annex 1);

- iii) A letter containing more detailed conditions attached to the holder's permission to remain in Ireland may also be issued by the Irish Naturalisation and Immigration Service, however this is not necessarily standard practice (see Quinn et al., 2014).

**Subsidiary protection:** the protection given to a third-country national or a stateless person who does not qualify as a refugee but in respect of whom substantial grounds have been shown for believing that the person concerned, if returned to their country of origin, or in the case of a stateless person to their country of former habitual residence, would face a real risk of suffering serious harm as defined in Article 15 of 2011/95/EU, and to whom Article 17(1) and (2) of Directive 2011/95/EU do not apply, and is unable or, owing to such risk, unwilling to avail themselves of the protection of that country.

### 1.3 STRUCTURE OF THE REPORT

Section 2 provides an overview of the legislative framework that applies to beneficiaries of international protection and persons granted leave to remain. The legislation governing the procedures for determining international protection and leave to remain are described. This is followed by a description of the rights associated with a grant of international protection and leave to remain.

Section 3 provides an overview of the Irish labour market integration framework in relation to beneficiaries of international protection and those granted leave to remain. This section describes the key institutions involved in integration generally and labour market integration specifically. Ireland's refugee resettlement programme is also described. The national framework is outlined to provide context for discussions in Section 4 on the specific measures employed to support beneficiaries of protection and those granted leave to remain to access the labour market.

Section 4.1 maps the specific state provided/funded measures used in Ireland to support beneficiaries of protection and those granted leave to remain, to access the labour market. Section 4.2 discusses current practices and challenges met by beneficiaries of international protection, when accessing and engaging with the various support measures. This section also considers the benefits and challenges of a mainstreaming approach to the provision of supports and services.

# Section 2

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## Legislative Framework Relevant to the Integration of Beneficiaries of International Protection

Section 2 provides an overview of the legislative framework that applies to beneficiaries of international protection and persons granted leave to remain. The legislation governing the procedures for determining international protection and leave to remain are described. Rights associated with a grant of international protection or leave to remain are also discussed.

### 2.1 DOMESTIC LEGISLATIVE FRAMEWORK

The legislative basis for the main protection statuses granted under Irish law, refugee status, Programme Refugee status and subsidiary protection, is discussed below. Persons granted leave to remain on humanitarian grounds are also considered.

#### 2.1.1 *Convention Refugees*

The principal legislative act governing the processing of applications for refugee status, definition of a refugee and the rights offered to refugees in Ireland is the *Refugee Act, 1996*<sup>49</sup> (as amended).

Section 2 of the *Refugee Act, 1996* (as amended) defines a refugee as

*...a person who, owing to a well founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his or her nationality and is unable or, owing to such fear, is unwilling to avail himself or herself of the protection of that country; or who, not having a nationality and being outside the country of his or her former habitual residence, is unable or, owing to such fear, is unwilling to return to it...*<sup>50</sup>

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<sup>49</sup> The *Refugee Act, 1996* is due to be repealed, however it was in force at the time of writing.

<sup>50</sup> According to Section 2 of the *Refugee Act, 1996*, the definition of a refugee does not include: persons receiving protection or assistance from the UN agencies; has his or her rights recognised by the competent authorities of the country in which he or she has taken residence; has committed a crime against peace, a war crime, or a crime against humanity, as defined in the international instruments or a serious non-political crime outside the State prior to his or her arrival; or has been guilty of acts contrary to the purposes and principles of the UN.

The Act gives statutory effect to the State's obligations in respect of Convention Refugees under the *1951 United Nations Convention Relating to the Status of Refugees* and the *1967 Protocol Relating to the Status of Refugees*; and complies with the Qualification Directive<sup>51</sup> which is further transposed by the *European Communities (Eligibility for Protection) Regulations, 2006(as amended)*<sup>52</sup> (S.I. No. 518 of 2006).

Under Section 3 of the *Refugee Act, 1996*, a person granted refugee status is provided with the same rights and privileges as an Irish citizen; in respect of employment, education and training, medical care, social welfare, travel, access to the courts, freedom of religion and religious education of children, and access to trade unions.

Section 3 (2)(a)(iii) of the 1996 Act entitles a person with a declared refugee status to reside in the State. Persons granted refugee status under the 1996 Act are issued with Stamp 4 (See Annex 1).

### 2.1.2 Programme Refugees

The legislative basis for persons granted Programme Refugee status is found in Section 24 (1) of the *Refugee Act, 1996*. A Programme Refugee is defined in the Act as:

*...a person to whom leave to enter and remain in the State for temporary protection or resettlement as part of a group of persons has been given by the Government and whose name is entered in a register established and maintained by the Minister for Foreign Affairs, whether or not such person is a refugee within the meaning of the definition of 'refugee' in Section 2.*

Pursuant to Section 24 (2) of the 1996 Act, a Programme Refugee is entitled to the same rights and privileges as a Convention Refugee. Programme Refugees do not have an automatic right to family reunification but the Minister for Justice and Equality has accepted and processed such applications (Stanley and Brophy, 2012). OPMI notes that every effort is made to ensure complete families are admitted under the resettlement programme.<sup>53</sup> The length of an authorisation given to a Programme Refugee to reside in the State and the renewal of such a

<sup>51</sup> Council Directive 2004/83/EC of 29 April 2004. Ireland has not opted to participate in the recast directive, Council Directive 2011/95/EU of 13 December 2011. For more information on Ireland's participation in, and the transposition of, EU Asylum and Migration legalisation, see 'EU Asylum and Migration Legislation: Ireland's Participation' at: <http://emn.ie/media/EUAsylumandMigrationLegislation1.pdf>.

<sup>52</sup> These regulations were amended in the *European Union (Subsidiary Protection) Regulations 2013 S.I. No. 426 of 2013* and again by the *European Union (Subsidiary Protection) (Amendment) Regulations 2015 (S.I. No. 137 of 2015)*.

<sup>53</sup> Correspondence with OPMI, March 2016.

permit are at the discretion of the Minister for Justice and Equality (Stanley and Brophy, 2012). A person granted Programme Refugee status is issued with Stamp 4 (See Annex 1).

### **2.1.3 Beneficiaries of Subsidiary Protection**

The *European Union (Subsidiary Protection) Regulations 2013 (as amended) (S.I. No. 426 of 2013)* gives effect to the Qualification Directive with respect to subsidiary protection. Under Section 2(1) of the Regulations a person eligible for subsidiary protection is a person:

- a. who is not a national of a Member State,
- b. who does not qualify as a refugee,
- c. in respect of whom substantial grounds have been shown for believing that the person concerned, if returned to his or her country of origin, would face a real risk of suffering serious harm and who is unable or, owing to such risk, unwilling to avail himself or herself of the protection of that country, and,
- d. who is not excluded from being eligible for subsidiary protection under Regulation 17,<sup>54</sup>

Under Regulation 23(1) of the *European Union (Subsidiary Protection) Regulations 2013 (as amended)*,<sup>55</sup> a person granted subsidiary protection is permitted to reside in the State for a specified period of not less than three years. Under Regulation 22(1), a beneficiary of subsidiary protection is entitled to seek and enter employment, have access to education and training and receive the same social welfare benefits and medical care and services in the like manner and to the like extent in all respects as an Irish citizen. A person granted subsidiary protection is issued with Stamp 4 (See Annex 1).

### **2.1.4 Persons Granted Leave to Remain Including for Humanitarian Reasons**

The Immigration Act 1999 establishes the grounds for granting leave to remain for those who are unsuccessful or who withdraw their applications for international protection. Those grounds include: age; duration of residence in Ireland; family and domestic circumstances; connection to Ireland; employment record and prospects; character and conduct; representations made by or on

<sup>54</sup> According to Regulation 17 a person is not eligible for subsidiary protection where there are serious reasons for considering that he or she has committed a crime against peace, a war crime or a crime against humanity, as defined in the international instruments drawn up to make provision in respect of such crimes; has committed a serious crime; has been guilty of acts contrary to the purposes and principles of the United Nations as set out in the Preamble and Articles 1 and 2 of the Charter of the United Nations; or constitutes a danger to the community or to the security of the State.

<sup>55</sup> These Regulations were subsequently amended by the *European Union (Subsidiary Protection) (Amendment) Regulations 2015 (S.I. No. 137 of 2015)*. See [www.orac.ie](http://www.orac.ie).

behalf of the person; common good; considerations of national security and public policy *and* humanitarian considerations.<sup>56</sup>

Leave to remain may be granted at the discretion of the Minister for Justice and Equality to persons who have applied for asylum but are not deemed eligible for refugee status or subsidiary protection. It may also be granted following a withdrawal of an application for international protection.

Leave to remain may be issued under Section 3 of the *Immigration Act, 1999* (as amended); however the section does not explicitly provide the Minister for Justice and Equality with a power to grant temporary leave to remain (Stanley et al., 2010). Under Section 3(6)(h) the Minister shall have regard to humanitarian considerations when determining whether to make a deportation order. The Minister may issue leave to remain on humanitarian grounds at this stage.<sup>57</sup>

Rights for persons granted leave to remain are not provided for in legislation and rights granted vary depending on their circumstances. Decisions on the duration of leave to remain in the State and applications for renewal are subject to ministerial discretion. Some beneficiaries may be issued Stamp 4 permission allowing them to seek and enter employment, while others may be issued Stamp 3 permission which restricts the person's right to access the labour market and access social welfare benefits (Stanley and Brophy, 2012; Stanley et al., 2010).

### 2.1.5 The Application Process

At the time of writing, Ireland operates a three-tiered application process for seeking international protection and leave to remain: the applicant's case for asylum is assessed first, if applicable subsidiary protection is then considered, finally leave to remain may be sought. From 13 November 2013, arising from High Court decision *MM v. Minister for Justice and Law Reform*,<sup>58</sup> applicants refused refugee protection must be granted a fresh hearing to consider their application for subsidiary protection.<sup>59</sup> Prior to this decision, applications for subsidiary protection were largely paper-based. From 8 October 2014, arising from *HN v. Minister for Justice and Law Reform*,<sup>60</sup> applicants could apply for refugee and

<sup>56</sup> Section 3(6) Immigration Act 1999.

<sup>57</sup> Section 5(1) of the *Immigration Act 2004* (as amended) states: No non-national may be in the State other than in accordance with the terms of any permission given to him or her before the passing of this Act, or a permission given to him or her after such passing, by or on behalf of the Minister.

<sup>58</sup> The ECJ in response to a preliminary question from the Irish High Court remarked that where States establish two separate procedures to determine refugee and subsidiary protection, the applicant has the right to be heard in both procedures. *MM v. Minister for Justice and Law Reform, Ireland and the Attorney General [2013] IEHC 9*.

<sup>59</sup> S.I. No. 426 of 2013.

<sup>60</sup> The CJEU noted that 'genuine access to subsidiary protection status means that, first, it should be possible to submit the application for refugee status and the application for subsidiary protection at the same time and, second, the application for subsidiary protection should be considered within a reasonable period of time...' Court of Justice of the



subsidiary protection at the same time.<sup>61</sup> The *International Protection Act 2015*, will bring in a single procedure when it is commenced.

## 2.2 ACCESS TO THE LABOUR MARKET

Access to the labour market is laid down in legislation in Ireland for refugees and beneficiaries of subsidiary protection, while the right to access employment for persons granted leave to remain is discretionary. As previously stated applicants for international protection may not access the labour market while their claim is being assessed.

## 2.3 SUMMARY OVERVIEW OF ACCESS TO EMPLOYMENT AND OTHER ENTITLEMENTS

Table 2.1 provides a brief summary of the main differences in entitlements between beneficiaries of international protection, persons granted leave to remain and legally resident third-country nationals.<sup>62</sup>

The main difference between a beneficiary of international protection (i.e. refugee/holder of subsidiary protection) and a legally resident third-country national is that the former does not need an employment permit and may generally access the Irish labour market in the same manner as Irish nationals. Persons granted leave to remain do not have the same rights as beneficiaries of international protection but may be permitted to access the labour market at the discretion of the Minister of Justice and Equality.

**TABLE 2.1** A Summary of Rights and Access to Employment by Beneficiaries of International Protection and Persons Granted Leave to Remain Including for Humanitarian Reasons

	General rules as applied to third-country nationals	Convention Refugees	Programme Refugees	Beneficiaries of Subsidiary Protection	Persons granted leave to remain incl for humanitarian reasons
<b>Rights set out in legislation</b>	No	Yes	Yes	Yes	No
<b>Right to reside in the State (incl Stamp issued)</b>	Must have permission to reside in the State. Various Stamps may be issued (see Annex 1).	Yes, Stamp 4	Yes, Stamp 4	Yes, Stamp 4	Yes, at the discretion of the Minister

European Union, Case C-604/12, *H.N. v. Minister for Justice, Equality and Law Reform, Ireland, Attorney General*, judgment of 8 May 2014.

<sup>61</sup> S.I. No. 137 of 2015.

<sup>62</sup> Third-country national is any person who is not a citizen of the European Union within the meaning of Article 20 (1) of Treaty on the Functioning of the European Union (TFEU) and who is not a person enjoying the EU right to free movement as defined in Article 2(5) of the Schengen Borders Code. In this study the terms third-country national (TCN) and non-EEA national are used interchangeably.

TABLE 2.1 *Contd.*

	General rules as applied to third-country nationals	Convention Refugees	Programme Refugees	Beneficiaries of Subsidiary Protection	Persons granted leave to remain including for humanitarian reasons
<b>Duration of residence permit<sup>63</sup></b>	Depends on Stamp issued	Three years (Section 17(1) of the European Communities (Eligibility for Protection) Regulations, 2006). Section 17(1) refers to persons with 'declarations' construed in accordance with Section 17 of the <i>Refugee Act, 1996</i> .	Duration of a residence permit is not defined by law. The length of authorisation given to Programme Refugees to reside in the State and renewal of such permissions are at the discretion of the Minister (Stanley and Brophy, 2012).	Three years Section 23(1) European Union (Subsidiary Protection) Regulations 2013 (as amended)	The duration of leave to remain and renewal of such permission are not defined in law and are subject to ministerial discretion (Stanley and Brophy, 2012).
<b>Access to the labour market</b>	Only TCNs who hold Stamps 4, 5 or 6 do not need an employment permit to work in Ireland.	Yes, do not need an employment permit	Yes, do not need an employment permit	Yes, do not need an employment permit	At the discretion of the Minister
<b>Long-term residence</b>	Available to employment holders, researchers and their dependants after five years of continuous residence in the State.	Ineligible	Ineligible	Ineligible	Ineligible
<b>Naturalisation</b>	Must have legally resided in the State for five years prior to their application.	The 5-year residence requirement can be waived in the case of refugees at the Minister's discretion (Stanley and Brophy, 2012). Currently, the Minister waives 2 years. Refugees must have resided in the State for 3 years immediately prior to the application (Stanley et al., 2010). <sup>64</sup>	Two out of five years may be waived at the discretion of the Minister provided all conditions are met.	After five years of lawful residence, provided all conditions are met (Stanley and Brophy, 2012).	After five years of lawful residence, provided all conditions are met (Stanley and Brophy, 2012).

<sup>63</sup> Non-EEA nationals are allocated several documents which together comprise a residence permit: 1) one of several Stamps is placed on the passport which denotes the general conditions of the holder's permission to remain in the State. The nature of the Stamp issued is central to the current discussion because it denotes the level of access to the labour market and to various supports including social security (see Annex 1); 2) Certificate of Registration in the form of a Garda National Immigration Bureau Registration Card; 3) a letter containing more detailed conditions attached to the holder's permission to remain in Ireland may also be issued by the Irish Naturalisation and Immigration Service, however this is not necessarily standard practice. See Quinn et al., 2014.

<sup>64</sup> See [www.inis.gov.ie/en/INIS/Pages/WP11000014](http://www.inis.gov.ie/en/INIS/Pages/WP11000014).

## 2.4 LONG-TERM RESIDENCE AND NATURALISATION

Neither beneficiaries of international protection nor persons granted leave to remain for humanitarian reasons are permitted to apply for long-term residence.<sup>65</sup> Refugees and Programme Refugees may be allowed to apply for naturalisation<sup>66</sup> after three years of continuous residence in the State while all other persons wishing to acquire Irish citizenship, including EEA nationals are required to reside in the State for five years prior to their application.

The overall number of naturalisation certificates issued has decreased between 2013 and 2015 from 24,244 to 13,570. The proportion issued to refugees has also decreased in the period, from 5 per cent to 2.4 per cent.

**TABLE 2.2** Certificates of Naturalisation Issued to Refugees, 2013-2015

Year	Total Naturalisation Certificates issued	Naturalisation Certificates issued to Refugees	As % of total Naturalisation Certificates issued
2015	13,570	320	2.4
2014	21,104	562	3.0
2013	24,244	1,189	5.0
<b>Total</b>	<b>58,918</b>	<b>2,071</b>	<b>4.0</b>

Source: Irish Naturalisation and Immigration Service.

## 2.5 EU LEGISLATION ON THE INTEGRATION OF BENEFICIARIES OF INTERNATIONAL PROTECTION

Ireland does not participate in the Qualification Directive (recast) referred to in Section 1.1.2, but is bound by the original Directive 2004/83/EC,<sup>67</sup> which requires Member States to ensure beneficiaries of international protection ‘have access to activities such as employment-related education opportunities for adults, vocational training and practical workplace experience’.<sup>68</sup> Article 33 also requires Member States to make provision for integration programmes for refugees.

<sup>65</sup> Long-term resident means a third-country national who has long-term resident status as provided under Articles 4 to 7 of Council Directive 2003/109/EC or as provided for under national legislation. Ireland has not opted in to this Directive and long-term residency currently falls under an administrative scheme of the Department of Justice and Equality. Any person who has been legally resident in Ireland for a minimum of five years on the basis of an employment permit may apply for long-term residency. See Gusciute et al., 2015.

<sup>66</sup> Naturalisation: Any mode of acquisition after birth of a nationality not previously held by the target person that requires an application by this person or their legal agent as well as an act of granting nationality by a public authority.

<sup>67</sup> Council Directive 2004/83/EC of 29 April 2004 on Minimum Standards for the Qualification and Status of Third Country Nationals or Stateless Persons as Refugees or as Persons Who Otherwise Need International Protection and the Content of the Protection Granted.

<sup>68</sup> Article 26. In the case of refugees, access to these measure must be ‘under equivalent conditions as nationals’.

# Section 3

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## National Framework for Labour Market Integration Policy and its Organisation

Section 3 provides an overview of the Irish labour market integration framework in relation to beneficiaries of international protection and those granted leave to remain. This section describes the key institutions involved in integration generally and labour market integration specifically. Ireland's refugee resettlement programme is also described as an important and distinct part of Ireland's integration framework. The national framework for labour market integration is outlined to provide context for discussions in Section 4 on the specific measures employed to support beneficiaries of protection and those granted leave to remain to access the labour market.

### 3.1 INSTITUTIONAL FRAMEWORK

As discussed in Section 1, Ireland pursues a policy of mainstreaming service provision in the area of integration. However, in order to execute integration services and supports at the local level, policies are often devised and implemented by different government departments, organisations and/or agencies. The policies are then implemented at the local level. In Ireland labour market integration also touches on a wide range of policy areas (Office of the Minister for Integration, 2008). Key organisations involved in labour market integration are discussed in Section 3.2.

### 3.2 KEY ACTORS AND INSTITUTIONS

#### *Office for the Promotion of Migrant Integration (OPMI)*

OPMI<sup>69</sup> is located within the Department of Justice and Equality and has

*...a cross-Departmental mandate to develop, lead and co-ordinate migrant integration policy across other Government Departments, agencies and services.<sup>70</sup>*

While overall

*...responsibility for the promotion and co-ordination of integration measures for legally resident immigrants rests with the Office for the*

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<sup>69</sup> See [www.integration.ie](http://www.integration.ie).

<sup>70</sup> *Ibid.*

*Promotion of Migrant Integration... the actual delivery of integration services is the responsibility of mainstream Government Departments.*<sup>71</sup>

OPMI also co-ordinates Ireland's participation in the Refugee Resettlement Programme which is run in collaboration with UNHCR. The key functions of OPMI are as follows:

- Developing integration policy in consultation with key stakeholders;
- Co-ordinating integration activities in the public sector;
- Providing funding to facilitate integration;
- Monitoring trends in reported racially motivated incidents and supporting measures to combat racism;
- Representing Ireland at EU and other international fora in the area of integration;
- Administering the European Refugee Fund and the European Integration Fund and a project under the European Social Fund.

The 2016 forecast budget for OPMI shows a substantial increase from €2.346 million in 2015 to €4.445 million. This represents an almost 90 per cent increase and is the largest budget available to the Office since 2009.<sup>72</sup>

As mentioned above a key function of OPMI is to provide funding aimed to facilitate integration. OPMI is the responsible authority in Ireland for the administration of the European Refugee Fund (ERF) and the European Integration Fund (EIF), now replaced by the Asylum, Migration and Integration Fund (AMIF). The full allocation of EU funding available to Ireland was not drawn down in recent years. The Minister for Justice and Equality noted a lack of suitable projects with the required level of matching funding (see McGinnity et al., 2014).

In 2015, OPMI provided a total €1,386,109 in funds to promote the integration of 'Legally Resident Immigrants in Ireland', representing a 4 per cent increase on 2014.<sup>73</sup> Figure 3.1 provides a breakdown (per cent) of OPMI funding granted in 2015.

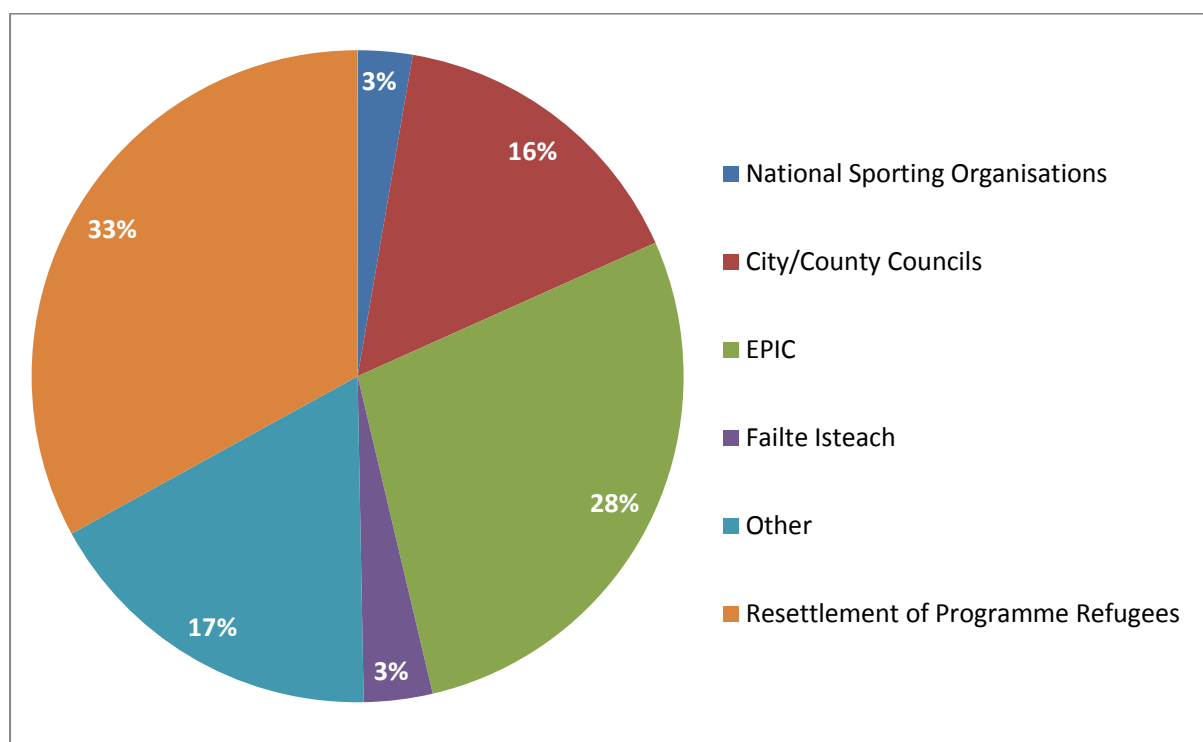
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<sup>71</sup> See [www.integration.ie](http://www.integration.ie).

<sup>72</sup> Indicative estimate included in 2016 Revised Estimates for Public Services, Department for Public Expenditure and Reform, 2016. Available at: [www.per.gov.ie](http://www.per.gov.ie).

<sup>73</sup> [www.integration.ie](http://www.integration.ie).

FIGURE 3.1 OPMI Funding for Integration Purposes, 2015



Source: OPMI.

Note: Employment for People from Immigrant Communities (EPIC) is co-financed at a rate of 50 per cent by the European Social Fund.

#### *Irish Naturalisation and Immigration Service*

The Irish Naturalisation and Immigration Service (INIS)<sup>74</sup> within the Department of Justice and Equality, is the responsible body for administering the statutory and administrative functions of the Minister for Justice and Equality in relation to asylum, immigration, citizenship and visa matters.

#### *Department of Environment, Community and Local Government*

The Department of Environment, Community and Local Government<sup>75</sup> is responsible for ensuring good quality housing in the State. Local authorities administered by the Department are the main providers of social housing in Ireland.

#### *Department of Social Protection*

The Irish social welfare system is administered by the Department of Social Protection (DSP).<sup>76</sup> The provision of guaranteed minimum resources falls under the remit of DSP. Through its network of local offices (known as Intreo Offices) DSP provides activation assistance and a number of schemes and services such as the Community Employment Programme to assist labour market integration for those who are unemployed.

<sup>74</sup> See [www.inis.gov.ie](http://www.inis.gov.ie).

<sup>75</sup> See [www.environ.ie/en](http://www.environ.ie/en).

<sup>76</sup> See [www.welfare.ie/en/Pages/home.aspx](http://www.welfare.ie/en/Pages/home.aspx).

The Department also provides rent supplement to assist persons living in private rented accommodation who cannot cover the cost of their accommodation from their own resources.

#### *Education and Training Boards*

Education and Training Board Ireland ETBI<sup>77</sup> is the national representative association for Ireland's 16 Education and Training Boards (ETBs). ETBs provide a wide range of employment-related supports including language courses, orientation courses to Programme Refugees, education and vocational education and training courses.

#### *National Adult Literacy Agency*

The National Adult Literacy Agency (NALA)<sup>78</sup> supports literacy practitioners involved with adults whose first language is not English. It is an independent charity which receives funding from SOLAS,<sup>79</sup> the further education and training authority. NALA provides a number of online services which can assist migrants in learning English, for example the agency's online English language tutoring service.

#### *Quality and Qualifications Ireland*

Quality and Qualifications Ireland (QQI)<sup>80</sup> is a state agency established by the *Quality Assurance and Qualifications (Education and Training) Act 2012*. Some of its main responsibilities QQI include external quality assurance of further and higher education and development, maintenance and review of the National Framework of Qualifications (NFQ). QQI also acts as the Irish National Academic Recognition Information Centre (NARIC Ireland).<sup>81</sup>

### **3.2.1 Non-Governmental Organisations**

Refugees and beneficiaries of subsidiary protection tend to rely on local NGOs, community groups, religious organisations and informal networks for information on various services (UNHCR, 2013). Table 3.1 lists several key NGOs providing an information service. As most large NGOs are based in Dublin, refugees and other beneficiaries of international protection located outside the Greater Dublin Area may have fewer supports available to them outside the mainstream services. OPMI does not co-ordinate with NGOs regarding information provision.<sup>82</sup> Only NGOs that receive financial support from the Government for employment support measures are examined in the scope of this study.

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<sup>77</sup> See [www.etbi.ie](http://www.etbi.ie).

<sup>78</sup> See [www.nala.ie](http://www.nala.ie).

<sup>79</sup> See <http://www1.solas.ie/Pages/Homepage.aspx>.

<sup>80</sup> See [www.qqi.ie](http://www.qqi.ie).

<sup>81</sup> See [www.qqi.ie/Pages/Recognition-of-Foreign-Qualifications-.aspx](http://www.qqi.ie/Pages/Recognition-of-Foreign-Qualifications-.aspx).

<sup>82</sup> Correspondence with OPMI, December 2015.

**TABLE 3.1** Main National/Regional NGO Information Service Provision by Location

NGO	Location
Crosscare*	Dublin
Doras Luimní	Limerick
Fáilte Isteach	Nationwide
Employment for People from Immigrant Communities (EPIC)	Greater Dublin Area
Galway Migrant Service (GMS)	Galway
Immigrant Council of Ireland (ICI)	Dublin
Integration and Support Unit (ISU), Edmund Rice Centre	Waterford
Irish Refugee Council (IRC)	Dublin
Migrant Rights Centre Ireland (MRCI)	Dublin
NASC	Cork
Spirasi	Dublin

Note: \* Crosscare Refugee Service and Crosscare Migrant Project

#### *Employment for People from Immigrant Communities Programme*

The Business in the Community Ireland (BITC)<sup>83</sup> manages the Employment of People from Immigrant Communities (EPIC) programme<sup>84</sup> which is aimed at all non-Irish nationals who are permitted to seek and enter employment in Ireland. The project is funded by OPMI and the European Social Fund.

#### *Fáilte Isteach*

Fáilte Isteach<sup>85</sup> is a project run by the Third Age Foundation which provides English conversation classes to migrants. The project is funded by OPMI.

#### *Spirasi*

Spirasi<sup>86</sup> is a specialist centre for the care and rehabilitation of survivors of torture and severe trauma. Spirasi receives funding from the Health Service Executive (HSE, 2015). Spirasi receives financial support from the City of Dublin Education and Training Board (CDETB) for an English language and IT programme for migrants.

### **3.3 SUMMARY OVERVIEW OF MAIN ORGANISATIONS, DEPARTMENTS AND AGENCIES PROVIDING EMPLOYMENT SUPPORT MEASURES**

Table 3.2 provides a brief summary of the main organisations, departments and agencies providing employment support measures to all legally resident persons, including beneficiaries of international protection and persons granted leave to remain.

<sup>83</sup> Business in the Community Ireland is a network which works with companies on their corporate social responsibility. See [www.bitc.ie](http://www.bitc.ie).

<sup>84</sup> See [www.bitc.ie/business-action-programmes/business-action-on-employment/are-you-a-jobseeker](http://www.bitc.ie/business-action-programmes/business-action-on-employment/are-you-a-jobseeker).

<sup>85</sup> See [www.thirdageireland.ie/failte-isteach](http://www.thirdageireland.ie/failte-isteach).

<sup>86</sup> See [www.spirasi.ie](http://www.spirasi.ie).



**TABLE 3.2** Key Providers of Employment Support Measures

Department/ Agency/ Organisation	Type of Department/ Agency/ Organisation	Support Measures	Sub-elements	Target Group
<b>Department of Environment, Community and Local Government</b>	Government Department	Housing	Social housing	Mainstream provision – Programme Refugees are provided with accommodation
<b>Department of Social Protection</b>	Government Department	Guaranteed Minimum Resources	Social welfare payments including rent supplements	Mainstream provision
		Education Supports	Back to education allowance	
		Housing Supports		
		Vocational Education and Training	Employment schemes and work placements, including Intreo	
		Counselling	Intreo	
<b>ETBs</b>	State Agency	Language courses	ESOL classes	Non-English speakers
		Orientation courses	Orientation courses to Programme Refugees	Programme Refugees
		Education	Various courses and Back to Education Initiative	Mainstream provision
		Vocational Education and Training	Various courses	Mainstream provision
<b>EPIC</b>	NGO	Orientation courses	Module ‘Living and Working in Ireland’	Migrants (EU nationals, recently naturalised Irish nationals and non-EU nationals who hold Stamp 4)
		Vocational Education and Training	Pre-employment training, career guidance and employment training e.g. IT skills	
<b>Fáilte Isteach</b>	NGO	Language courses	Conversational English classes	Non-English speakers
<b>NALA</b>	NGO	Language courses	Online English language tutoring service	Non-English speakers
<b>OPMI</b>	Government Department	Promotion and co-ordination of integration measures	General	Mainstream provision
<b>QQI</b>	State Agency	Procedures for the recognition of qualifications	Advice and comparability statements on qualifications obtained abroad	Mainstream provision
<b>Spirasi</b>	NGO	Counselling	English language classes	Torture victims/victims of severe trauma

# Section 4

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## Support Measures to Facilitate Access to the Labour Market

Section 4 maps the specific state provided/funded measures used in Ireland to support beneficiaries of protection and those granted leave to remain, to access the labour market. Section 4 discusses current practices and challenges met by beneficiaries of international protection when accessing and engaging with the various support measures. This section also considers the benefits and challenges associated with mainstreamed integration supports and services.

### 4.1 MAINSTREAM PROVISION OF SERVICES WITH TARGETED INITIATIVES

As discussed, Ireland pursues a policy of mainstreaming service provision<sup>87</sup> in the area of integration, with targeted initiatives aimed at meeting specific needs (McGinnity et al., 2014). Most services are not specifically tailored to the needs of beneficiaries of international protection or persons granted leave to remain. The only exception to this mainstreaming approach is the orientation programme for Programme Refugees.<sup>88</sup>

There is therefore a distinction to be drawn between Convention Refugees and persons granted subsidiary protection/leave to remain on the one hand and Programme Refugees on the other. In the UNHCR (2013) report *Towards a New Beginning: Refugee Integration in Ireland*, stakeholders described Programme Refugees ‘...as a cohesive group as they arrive to a location together and there is already a support system in place to receive them’ (UNHCR, 2013). Programme Refugees receive an orientation course upon arrival and thus may find access to information easier than other beneficiaries of international protection (UNHCR, 2013).

Orientation or induction courses are no longer offered to other beneficiaries of international protection and persons granted leave to remain (Kinlen, 2011). Government funding for the Adult Refugee Programme, which previously provided a number of tailored orientation classes to refugees including language classes, ceased at the end of 2012 (McGinnity et al., 2013). The Minister for Education and Skills noted that funding for the programme was withdrawn as

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<sup>87</sup> See Collett and Petrovic, 2014 for an overview of advantages and disadvantages of mainstream provision of services.

<sup>88</sup> Correspondence with OPMI, December 2015.

refugees could access already existing mainstream services.<sup>89</sup> The Integration Centre, an NGO which has closed, has called for a State approved certified orientation course which would assist the integration process (Szlovak et al., 2013). Mainstreamed and targeted supports are discussed in turn below.

#### **4.1.1 Mainstream Provision of Services**

The Office of the Minister for Integration (now OPMI) emphasises the importance of effective local delivery mechanisms and the role of the local community, noting that the overall co-ordination of the policy lies with OPMI. OPMI, in conjunction with the relevant government departments, is tasked with ensuring synergy across actors (discussed below) and overseeing the local effectiveness of the service delivery (Office of the Minister for Integration, 2008).

The level and type of mainstream support and services vary depending on the region as each support measure is provided by different organisations/agencies in the local area. The Greater Dublin Area has the widest range of supports available from several organisations, while some rural areas may only have one single organisation dealing with a variety of issues (UNHCR, 2013).<sup>90</sup> UNHCR (2013) found that the mainstream nature of services, and problems navigating the Irish system, can act as barriers to non-Irish nationals in accessing various integration supports including employment supports.

This section discusses specific state provided/funded support measures aimed at, or which relate to, labour market integration. This section discusses the different measures aimed at supporting jobseekers, including refugees, beneficiaries of subsidiary protection and those granted leave to remain, to access the Irish labour market.

The following employment-related support measures are discussed below:

- Language courses and education and training;
- Orientation courses;
- Vocational education and training;
- Procedures for recognition of qualifications;
- Counselling services;

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<sup>89</sup> The Minister for Education and Skills noted that ‘...there are alternative education services available for refugees within existing Further Education programmes such as the Adult Literacy and Community Education Scheme (ALCES) and the Back to Education Initiative (BTEI) Programme’. Dáil Éireann Debate (Unrevised) Vol. 782 No. 3, Written Answers 288-290, ‘Adult Education’ (13 November 2012).

<sup>90</sup> The lack of nationwide services was highlighted as a challenge by EPIC (Interview with EPIC, October 2015).

- Access to housing;
- Guaranteed minimum resources.

The measures listed above do not represent an exhaustive list of employment-related supports. These measures were selected in order to provide comparability with other EU Member States.

#### 4.1.1.1 Language Courses and Education and Training<sup>91</sup>

Proficiency in the language of the host country aids refugees in accessing employment and training, and their overall participation in the host society (Carson, 2008). Research indicates that migrants from non-English speaking countries earn 20 per cent less than comparable Irish employees (Barrett and McCarthy, 2007). The UNHCR study on factors influencing refugee integration indicates that language is one of the main challenges in accessing employment (UNHCR, 2013). Education and Training Boards consulted for the current study stressed the importance of language supports to the integration of beneficiaries of international protection.<sup>92</sup>

English language classes for migrants are available within the existing mainstream framework for the provision of education and training in Ireland. They are mainly provided by ETBs, supplemented by services such as NALA and Fáilte Isteach (discussed below).

While services can be generic and not targeted to the groups' needs within the mainstream framework, learners can transition from language classes to other educational and training opportunities offered within the ETBs. A number of ETBs described their education programmes as starting with English language and being supported by, or transitioning into, various other courses and training opportunities including IT, literacy, maths etc. See Table A3.1 Annex 3.

#### *Education and Training Boards (ETBs)*

ETBs provide mainly mainstreamed language, education, vocational education and training courses. They also provide targeted orientation courses to

<sup>91</sup> Education in the context of this Study education refers to education that has a direct link to employment, for example, by providing support for the development of higher-level (non-vocational) skills. See European and Migration Network, 2015.

<sup>92</sup> A representative from the Cavan and Monaghan ETB noted that initially the most important support to beneficiaries of international protection is language-related. The Waterford and Wexford Education Training Board indicated that the most effective way to support access to the labour market is to provide an intensive language programme of at least 15 hours per week over a year. The Laois Offaly ETB approaches orientation and language through classroom instruction and learner-centred activities. Activities include: tours of library, meeting local officers and acknowledging important cultural events from learners home countries. See also Table A3.2, Annex 3 for more examples.

Programme Refugees (see Section 4.1.2). English language classes provided by ETBs<sup>93</sup> are funded by the Department of Education and Skills. There are 16 ETBs (see Table A3.1 Annex 3) across the country, which provide a number of English language courses as part of the mainstream adult literacy services. Education courses aimed at labour market integration are also offered within the mainstream service, which is designed to up-skill or re-train legally resident persons (discussed in Section 4.1.1.2).

The type of English language classes varies depending on the ETB, for example while some ETBs provide general English language classes aimed at English for Speakers of Other Languages (ESOL), others provide more tailored courses such as ‘ESOL for work’ provided by the Cavan and Monaghan ETB.<sup>94</sup> Over 100,000 people have availed of the ESOL tuition since 2003, with over 11,000 participants including refugees, asylum seekers and migrant workers availing of ESOL classes in 2012 (McGinnity et al., 2014).

ETBs also provide English language tuition under the Back to Education Initiative (BTEI) with approximately 1,500 participants availing of the programme since 2012 (McGinnity et al., 2014). BTEI provides part-time further education programmes for early school leavers (persons who have not completed the Irish Leaving Certificate – or equivalent – second level qualification). These courses are aimed at individuals ‘that experience particular and acute barriers to participation and are more difficult to engage in the formal learning process’ (BTEI, 2012). The targeted groups are set out in the BTEI operational guidelines and include non-English speakers who require language and literacy supports (BTEI, 2012). Generally eligible participants will be in receipt of certain social welfare payments for example supplementary welfare allowance.<sup>95</sup>

#### NALA

NALA, a state funded service, provides a number of online services which can assist migrants in learning English including, for example, the agency’s online English language tutoring service.<sup>96</sup> While the majority of learners are EU nationals a small number of refugees and asylum seekers also use this service (Byrne and O’Mara, 2014).

<sup>93</sup> Vocational Educational Committees (VECs) were replaced by Education and Training Boards (ETBs) on 1 July 2013. ETBs are statutory authorities which have responsibility for education and training. See [www.etbi.ie](http://www.etbi.ie).

<sup>94</sup> Input from ETBs co-ordinated by Solas, received November 2015.

<sup>95</sup> See the BTEI operation guidelines for the list of eligible welfare payments (BTEI, 2012).

<sup>96</sup> NALA has been providing a Distance Learning Service (DSL) since 2000.

Due to a limited number of free language classes some classes may have long waiting lists, for example the Parnell Adult Learning Centre in Dublin<sup>97</sup> had approximately 200 people on a waiting list for English classes.<sup>98</sup> NALA'S online English language tutoring service can potentially provide support for migrants and beneficiaries of international protection who are on waiting lists for other ESOL courses.

#### *Fáilte Isteach*

Fáilte Isteach, a project run by Third Age Foundation, was established in 2006 in order to help newly arrived migrants to integrate into their local community by providing English classes and is an example of good practice. The programme provides free conversational English classes for migrants delivered by local volunteers. While classes can be tailored to meet the needs of each group, challenges arise due to different needs of each student. The students also have opportunities to learn practical information about their local community as well as share their traditions, customs and culture. Generally new students can join a class at any time, however a small number of groups operate a waiting list.<sup>99</sup> The project is funded by OPMI. From 2009 to 2014, OPMI provided over €100,000 yearly. In 2015, this decreased to €47,000.<sup>100</sup>

#### **4.1.1.2 Vocational Education and Training**

In the context of this study vocational education and training<sup>101</sup> is defined as training that aims

*to equip people with knowledge, know-how, skills and/or competences required in particular occupations or more broadly on the labour market* (European Migration Network, 2015).

Refugees, beneficiaries of subsidiary protection and persons granted leave to remain may avail of a variety of mainstream vocational education and training courses aimed at labour market integration. These schemes and programmes are provided by the Department of Social Protection, ETBs and the EPIC programme. ETBs provide a range of courses and training programmes and these are available to all legally resident individuals.<sup>102</sup>

#### *Education and Training Boards (ETBs)*

<sup>97</sup> Funded by the Department of Education and Science, City of Dublin Education and Training Board, Department of Social Protection, the Department of Children and POBAL. See [www.dalc.ie](http://www.dalc.ie).

<sup>98</sup> Reported October 2013, [www.welfare.ie/en/downloads/Free-English-Classes.pdf](http://www.welfare.ie/en/downloads/Free-English-Classes.pdf).

<sup>99</sup> Correspondence with a representative from Fáilte Isteach, January 2016.

<sup>100</sup> Funding provided by OPMI by year: €4,000 in 2008, €101,570 in 2009, €126,420 in 2010, €126,420 in 2011, €126,420 in 2012, €126,420 in 2013, €1000,000 in 2014 and €47,000 in 2015. Source: OPMI.

<sup>101</sup> See CEDEFOP, 2014.

<sup>102</sup> See [www.etbi.ie](http://www.etbi.ie).

In addition to tailored English classes such as ‘ESOL for work’, the ETBs also provide educational courses aimed directly at labour market integration, offered within the mainstream ETB service. One example is the Skills for Work initiative, which provides training courses for full and part-time employees. The project is nationally managed by the Dublin and Dún Laoghaire ETB. The initiative is funded by the Department of Education and Skills, and is administered by the ETBs. Some of the courses offered include IT and communications skills.<sup>103</sup>

#### *Schemes provided by the Department of Social Protection (DSP)*

The DSP has a number of training schemes in place to assist the integration of unemployed persons into the Irish labour market; however these schemes are not tailored to beneficiaries of international protection or persons granted leave to remain. One example is an integrated employment service ‘Intreo’ which provides the following supports and services:

- Employment services and income supports in one place;
- Assistance and advice on employment, training and personal development opportunities;
- Self-service facilities which provide information and guidance on employment and training opportunities;
- Access to information on job vacancies through [www.jobsireland.ie](http://www.jobsireland.ie);
- Information on income supports provided by the Department of Social Protection, for example, jobseeker’s payments, back to work and back to education payments.<sup>104</sup>

Employment support services can be accessed by EU citizens, non-EEA citizens with Stamp 4 residence permission and most other migrants who are entitled to work in Ireland (McGinnity et al., 2014; The Integration Centre 2012). This is provided for under Section 3(2)(i) of the *Refugee Act 1996* as amended<sup>105</sup> and Section 19(1)(b) of the European Union (Subsidiary Protection) Regulations 2013.<sup>106</sup>

<sup>103</sup> See [http://skillsforwork.ie/?page\\_id=37](http://skillsforwork.ie/?page_id=37).

<sup>104</sup> [www.welfare.ie/en/Pages/Intreo.aspx](http://www.welfare.ie/en/Pages/Intreo.aspx).

<sup>105</sup> *Refugee Act 1996*, S.3 (2)(i) shall be entitled to seek and enter employment, to carry on any business, trade or profession and to have access to education and training in the State in the like manner and to the like extent in all respects as an Irish citizen. S.3(2)(i) also applies to Programme Refugees as provided for under S.24(2) of the same act.

<sup>106</sup> S.I. No. 426 of 2013, Regulation 22(1)(s) the person shall be entitled to seek and enter employment, to carry on any business, trade or profession and to have access to education and training in the State in the like manner and to the like extent in all respects as an Irish citizen.

Currently there are 62 Intreo Centres in Ireland and 62 Branch Offices (see Table A.4 in Annex 4). Job activation assistance is also available in some of the Department Branch Offices.<sup>107</sup>

Through the Intreo service, people can access a range of vocational education and training schemes in place in order to assist unemployed persons and those facing difficulties in accessing the labour market; for example the Community Employment (CE) Programme is designed to assist long-term unemployed persons and other disadvantaged persons to re-enter the labour market, by providing part-time and temporary placements in employment within local communities. Generally the eligibility for the CE programme is based on age<sup>108</sup> and length of time in receipt of qualifying social welfare payments. Refugees are exempt from such conditions and all refugees aged 18 years or over in receipt of payments from the DSP are eligible for this scheme.<sup>109</sup>

In addition, the DSP administers the Back to Education Allowance scheme (BTEA) which is aimed at persons in receipt of certain social welfare payments wishing to pursue second or third-level education. The objective of the scheme is to raise educational levels in order to facilitate access to the labour market.<sup>110</sup>

#### *Employment for People from Immigrant Communities Programme (EPIC)*

The EPIC programme is designed to facilitate the integration of migrants, including beneficiaries of international protection and persons granted leave to remain, to the Irish labour market. The EPIC programme is run by the business network, Business in the Community Ireland<sup>111</sup> and is funded by OPMI and co-funded by the European Social Fund.

<sup>107</sup> Correspondence with the Department of Social Protection, March 2016.

<sup>108</sup> In general, the Part-time Integration Option is for people of 25 or over who are receiving social welfare payments for one year or more, and people of 18 years or over in receipt of disability-related payments. The Part-time Job Option is for people who are 35 or over and in receipt of social welfare payments for three years or longer. See [www.welfare.ie/en/Pages/Eligibility---Participant.aspx](http://www.welfare.ie/en/Pages/Eligibility---Participant.aspx).

<sup>109</sup> [www.welfare.ie/en/Pages/Community-Employment-Programme-.aspx](http://www.welfare.ie/en/Pages/Community-Employment-Programme-.aspx).

<sup>110</sup> [www.welfare.ie](http://www.welfare.ie).

<sup>111</sup> Business in the Community is a charity.



**TABLE 4.1** EPIC Programme Funding from the OPMI Integration Fund, 2008-2014

Year	Amount
2008	€276,700
2009	€512,568
2010	€434,980
2011	€462,400
2012	€444,647
2013	€457,372
2014	€468,000
2015	€389,230
<b>Total</b>	<b>€3,445,897</b>

Source: OPMI

Note: EPIC is co-financed at a rate of 50 per cent by the European Social Fund.

### *Profile of the Participants*

The programme was set up in 2007 and initially was aimed at the parents of Irish-born children.<sup>112</sup> Since 2008 the scheme covers EU nationals, non-EU nationals with Stamp 4, including refugees, beneficiaries of subsidiary protection and often those granted leave to remain, and recently naturalised Irish citizens. It is unknown what number of clients are from international protection backgrounds. EPIC noted that a six-month residence requirement was introduced for EU nationals in the past in order to prevent people from using the EPIC programme as a reception service.<sup>113</sup> In addition, participants must be based in the Greater Dublin Area and have an intermediate to high level of written and spoken English. The majority of EPIC's clients are highly qualified<sup>114</sup> and hold primary or post-primary degrees.<sup>115</sup> Generally there are approximately 40 people on the waiting list at any given time.<sup>116</sup>

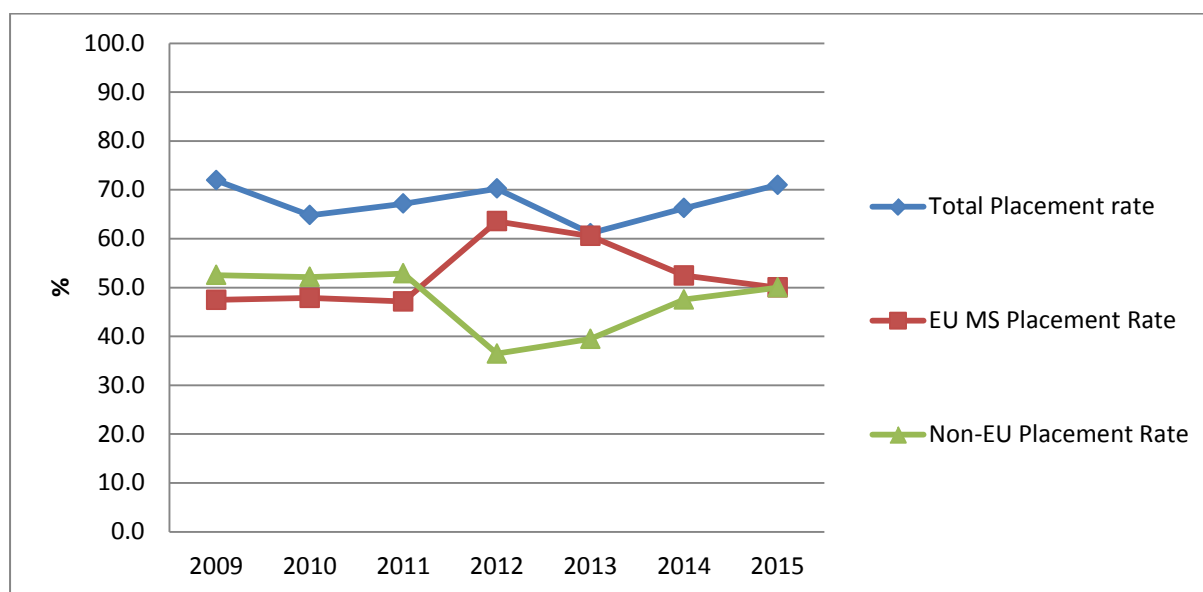
<sup>112</sup> Interview with EPIC, October 2015.

<sup>113</sup> *Ibid.*

<sup>114</sup> Research indicates that in general migrant workers in Ireland are overqualified and have higher levels of education than Irish nationals (Barrett et al., 2006). Just under 50 per cent of third-country nationals in employment in Ireland were employed in high-skilled occupations (Quinn and Gusciute, 2013).

<sup>115</sup> Interview with EPIC, October 2015.

<sup>116</sup> *Ibid.*

**FIGURE 4.4** EPIC Programme Placement Rate for EU and Non-EU Nationals, 2008-2015

Source: OPMI.

Note: Placement rate refers to the percentage of clients who were placed in employment/training/education/work placement/internship or a voluntary role out of the total number of clients in specific year.

#### *Services Provided by EPIC Programme*

A six-week pre-employment training<sup>117</sup> module consists of four weeks of employment training and two weeks of 'Living and Working in Ireland' module (see Section 4.1.2.1) and mock interviews. The four-week course consists of various workshops and classes, including:

- CV and cover letter writing techniques,
- Interview skills,
- 'English for employment' vocabulary,
- Cultural awareness, e.g. dress and behaviour code,
- Motivation. This particular element was highlighted by an EPIC representative as an integral part of the training programme as participants may have low self-esteem due to time spent in direct provision<sup>118</sup> and long-term unemployment. Some clients may need psychosocial support in order to overcome other barriers that may be prohibiting access to the labour market, for example family issues. In such cases clients are referred to mainstream services and specific agencies and organisations that deal with these issues.<sup>119</sup>

<sup>117</sup> 14 courses per year. Each course has 16 participants. Interview with EPIC, October 2015.

<sup>118</sup> Full board accommodation system for asylum seekers.

<sup>119</sup> Interview with EPIC, October 2015.

In addition to the above, various businesses and companies are invited to facilitate specific workshops, for example IT skills training is facilitated by BT<sup>120</sup> and focuses on the Microsoft office programmes. EPIC provides internal mock interviews as well as interviews in association with a recruitment company, Cpl.<sup>121</sup> Each client is assigned a Training and Employment Officer (TEO) who provides career guidance and assistance in applying for jobs or training opportunities. Work experience placements are aimed at clients who have the required qualifications but may have no previous work experience and can last from one to six months.

EPIC Training and Employment Officers regularly meet with HR managers to discuss any changes in recruitment procedures/standards and link in with various businesses through the BITC network. EPIC noted that the programme has to be adaptable to reflect the changing nature of the labour market recruitment, for example a new workshop which focuses on the social media and social-networking services such as LinkedIn has been added to the programme.<sup>122</sup>

The EPIC programme aims to assist the integration of non-Irish nationals into the labour market. The service is limited to the Greater Dublin area and there is currently no nationwide service offering similar assistance.<sup>123</sup> Another obstacle highlighted by a representative from the EPIC programme was the high cost of childcare which may create additional barriers to those seeking employment.<sup>124</sup> While the cost of childcare is a widespread issue across the country, it may disproportionately affect non-Irish nationals. Immigrant mothers are more reliant on childcare facilities due to lack of family networks than Irish mothers. The high costs may mean it is difficult for non-Irish mothers, including beneficiaries of international protection, to combine work and childcare (McGinnity et al., 2014).

#### *EPIC 'Living and Working in Ireland' Module*

The pre-employment programme provided by EPIC contains an orientation module entitled 'Living and Working in Ireland'. The module includes some workshops facilitated by NGOs for example workshops on healthcare delivered by Cáirde<sup>125</sup> and on the political system in Ireland delivered by the Immigrant Council Ireland.<sup>126,127</sup>

<sup>120</sup> A communication and IT services provider in Ireland.

<sup>121</sup> Interview with EPIC, October 2015.

<sup>122</sup> *Ibid.*

<sup>123</sup> *Ibid.*

<sup>124</sup> *Ibid.*

<sup>125</sup> Cáirde is an NGO which aims to reduce health inequalities among ethnic minority communities. See <http://cairde.ie>.

<sup>126</sup> Immigrant Council Ireland is an NGO which provides support, advice and information to migrants. See <http://immigrantcouncil.ie/pages/home>.

<sup>127</sup> Interview with EPIC, October 2015.

### *Volunteering*

Research by the UNHCR (2013) indicates that refugees themselves and stakeholders in the area see voluntary work as ‘a channel to social integration and as a platform to network, acquire soft skills’ which may lead to remunerated employment. However difficulties may arise in cases where a refugee is asked to complete Garda clearance which requires information relating to the country of origin (UNHCR, 2013).

#### **4.1.1.3 Procedures for Recognition of Qualifications**

Research by the UNHCR (2013) also indicates that holding or obtaining documentation of qualifications is a challenge for refugees. In addition, some skills may have been obtained without formal training and are not recognised in Ireland (UNHCR, 2013). Many refugees are unable to produce proof of previous qualifications (Ager and Strang, 2008). Missing documentation in relation to refugees is a challenge in the qualifications recognition process (Lambkin and Graves, 2015).

A representative from the EPIC programme noted that while some of their clients have work experience it may not always be recognised in Ireland.<sup>128</sup> Research by the UNHCR (2013) also highlights that the process of qualification recognition can be challenging for refugees as they may lack formal qualifications documentation from their countries of origin or have informally acquired skills in a particular trade.

Quality and Qualifications Ireland (QQI) is responsible for: external quality assurance of further and higher education (this includes English language provision); validation of programmes; and development, maintenance and review of the National Framework of Qualifications (NFQ).

QQI also acts as the Irish National Academic Recognition Information Centre (NARIC Ireland). NARIC Ireland facilitates the recognition of foreign qualifications in Ireland by advising clients on how these qualifications compare to the Irish qualifications on the NFQ. The NARIC Ireland database<sup>129</sup> contains comparable information for over 500 foreign qualifications.

The comparability statement uses the Irish National Framework of Qualifications (NFQ) as a reference and is guided by principles of the Lisbon Recognition

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<sup>128</sup> *Ibid.*

<sup>129</sup> See <http://qsearch.qqi.ie/WebPart/Search?searchtype=recognitions>.

Convention (LRC).<sup>130</sup> It is legally non-binding. In the past applicants seeking advice received an individual response which could take many weeks to process. This response was also legally non-binding. QQI officials commented that the move to an online service has saved time and resources.<sup>131</sup>

NARIC Ireland has plans to implement the following measures to assist refugees in the procedure of qualifications recognition:

- establish guidelines to prepare for the expected demand;
- develop a platform specific for Syrian nationals;
- consider a standard 'passport' template for recognition of qualifications;
- develop welcome centres with dedicated services to assist refugees (Lambkin and Graves, 2015).<sup>132</sup>

Awareness of NARIC Ireland service varies. Some Intreo officials make a lot of referrals, others do not. Awareness raising regarding the service is a priority for NARIC Ireland in 2016 and publicity material has been prepared accordingly.<sup>133</sup>

A representative from EPIC noted that while their clients can get recognition of qualifications through QQI, soft barriers may arise in situations where for example employers may not be familiar with a university from which the person obtained his or her degree.<sup>134</sup>

#### 4.1.1.4 Counselling Services

In the context of this study counselling includes counselling for trauma as well as counselling to assist in job readiness preparation and support (European Migration Network, 2015).<sup>135</sup>

There are no government agencies which provide counselling specifically for enabling access to the labour market to beneficiaries of international protection.

<sup>130</sup> Council of Europe/UNESCO Convention on the Recognition of Qualifications concerning Higher Education in the European Region.

<sup>131</sup> Interview with QQI, January 2016.

<sup>132</sup> During an interview with QQI, an official from NARIC Ireland noted that as an interim measure they plan to include Syrian qualifications on their online database to allow for a quick comparability with the Irish qualifications. Interview with QQI, January 2016

<sup>133</sup> Interview with QQI, January 2016.

<sup>134</sup> Interview with EPIC, October 2015.

<sup>135</sup> In the context of this Study, the term counselling is understood to be different types of counselling designed specifically to support refugees, beneficiaries of subsidiary and humanitarian protection to access employment. This could include counselling for trauma as well as other specific problems relating to the status of refugees, beneficiaries of subsidiary and humanitarian protection where this may present a barrier, but could also include counselling to assist in job readiness preparation and support (European Migration Network, 2015).

Two programmes/services provide counselling to assist in job readiness preparation and support not specific to beneficiaries of international protection:

- The EPIC pre-employment programme aims to assist non-Irish nationals in accessing the labour market. Elements of this programme aim to prepare clients for ‘job readiness’;<sup>136</sup>
- The Department of Social Protection has introduced an integrated employment service ‘Intreo’ which provides employment supports and services to jobseekers and employers.

Spirasi is an NGO which provides counselling and support for victims of torture and severe trauma.<sup>137</sup> Spirasi provides IT and language courses to their service users.

#### 4.1.1.5 Access to Housing

Safety, comfort and close proximity to family or ethnic community networks are some of the more important factors to refugees when looking for accommodation (UNHCR, 2013). Access to both private and social housing in Ireland may present a challenge to both migrants and Irish nationals. Lack of privately rented accommodation, related high rental costs and long waiting lists for social housing are all barriers related to housing in Ireland. These may impact more severely on beneficiaries of international protection and persons granted leave to remain than other groups of migrants (The Integration Centre, 2013; UNHCR, 2013). The provision of social housing is also mainstreamed in Ireland. UNHCR reported a perception that the process of accessing social housing is disjointed in that it involves different departments and can vary depending on the region (2013). These challenges may also have an impact on homelessness (UNHCR, 2013), which is on the rise.<sup>138</sup>

The local authorities are the main providers of social housing in Ireland. A non-EEA national who has been granted refugee (including Programme Refugees discussed further in Section 4.1.2) or subsidiary protection status is eligible for social housing support on the same basis as an Irish citizen (Department of Environment, Community and Local Government, 2012).

Rent supplement, a payment which is provided by the Department of Social Protection to assist persons living in a private rented accommodation who cannot

<sup>136</sup> Interview with EPIC, October 2015.

<sup>137</sup> See [www.spirasi.ie](http://www.spirasi.ie).

<sup>138</sup> See [www.pmvtrust.ie](http://www.pmvtrust.ie) and [www.environ.ie](http://www.environ.ie).

cover the cost of their accommodation from their own resources, is available to all legally resident persons provided they meet all the requirements.<sup>139</sup>

#### 4.1.1.6 Guaranteed Minimum Resources

Guaranteed minimum resources refer to benefits provided to people with insufficient resources. It includes support for destitute and vulnerable persons to help alleviate poverty or assist in difficult situations (Eurostat, 2008).<sup>140</sup>

The Irish social welfare system is administered by the Department of Social Protection (DSP). The following social welfare payments may be considered as guaranteed minimum resource payments:

- Supplementary welfare allowance
- Exceptional and urgent needs payments
- Disability Allowance
- Blind pension
- Farm Assist
- Fuel Allowance
- Free Travel
- Living Alone Increase
- Household benefits.<sup>141</sup>

The most relevant guaranteed minimum resources payments are supplementary welfare allowance (SWA) and exceptional and urgent needs payments. The SWA is a basic weekly allowance to eligible persons who have little or no income while the exceptional and urgent needs payments fall under the SWA scheme and are designed to help meet essential, once-off, exceptional or urgent expenditure (Quinn et al., 2014).

In order to be eligible for most of the payments listed above a person needs to satisfy the habitual residence condition (HRC). According to the HRC guidelines:

- Convention Refugees are generally regarded as habitually resident in Ireland from the date of recognition provided they have lived continuously

<sup>139</sup> See Quinn et al., 2014 and [www.welfare.ie/en/Pages/Rent-Supplement.aspx](http://www.welfare.ie/en/Pages/Rent-Supplement.aspx).

<sup>140</sup> Guaranteed minimum resources refers to benefits provided to people with insufficient resources. It includes support for destitute and vulnerable persons to help alleviate poverty or assist in difficult situations (European Migration Network, 2015).

<sup>141</sup> MISSOC Guide (2012). Your Social security rights in Ireland. The European Union. Available at <http://ec.europa.eu>.

in the State. In practice HRC deciding officers and designated persons<sup>142</sup> are advised not to seek information in order to determine the person's habitual residence as it is assumed that the person's centre of interest is Ireland;

- Programme Refugees are treated in a similar manner to Convention Refugees. In practice HRC deciding officers/designated persons HRC are advised not to seek information in order to determine the person's habitual residence as it is assumed that the person's centre of interest is Ireland from the date of their arrival;
- Beneficiaries of Subsidiary Protection are treated in a similar manner to refugees for the purpose of the HRC;
- Persons granted leave to remain may need to demonstrate that they are habitually resident in Ireland in order to satisfy the HRC.

#### **4.1.1.7 Summary of Support Measures Related to Labour Integration**

Table 4.2 provides a brief summary of the support measures discussed in this section and indicates the main providers, i.e. government departments, agencies and NGOs. Most integration services in Ireland are mainstream and not tailored to beneficiaries of international protection or persons granted leave to remain. Programme Refugees may be considered to be in a more favourable position than other groups as there are some structured and tailored support measures in place, prior to and after their arrival in Ireland (discussed below).

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<sup>142</sup> Deciding officers are staff of the DSP tasked with accepting or rejecting claims for social welfare payments. Designated persons determine applications for SWA. See Quinn, et al., 2014.



**TABLE 4.2** Targeting of Support Measures Related to Labour Integration

Support measure	Provider	Support measures tailored to Convention Refugees, Programme Refugees, beneficiaries of subsidiary protection or persons granted leave to remain including for humanitarian reasons
<b>Language courses</b>	ETBs	Programme Refugees only
	Fáilte Isteach	No
	NALA	No
<b>Orientation courses</b>	ETBs	Programme Refugees only
	EPIC	No
<b>Education</b>	ETBs	No
	DSP	No
<b>Vocational Education and Training</b>	DSP	No
	ETBs	No
	EPIC	No
<b>Procedures for the recognition of qualifications</b>	QQI	No
<b>Counselling</b>	DSP	No
	EPIC	No
	Spirasi	No
<b>Housing</b>	Dept. of Environment, Community and Local Government	Programme Refugees only
	DSP	No
<b>Guaranteed Minimum Resources</b>	DSP	No

#### 4.1.2 Targeted Initiative: Programme Refugees

The OPMI resettlement team supports the local interagency working group for approximately 18 months after the transfer of the refugees to the receiving community. Grants are made to the receiving community for the establishment of homework clubs, links with sporting clubs and the employment of a local resettlement person to support the refugees during their first year in the community. OPMI staff accompany Programme Refugees to their first appointments with the various public services and assist in resolving any difficulties; interpretation services are available for these appointments.<sup>143</sup>

Overall the resettlement process in Ireland can be divided into three parts:

<sup>143</sup> Correspondence with OPMI, January 2016.

1. The *Selection process* is carried out by in-country selection missions or the dossier method;
2. The *Reception Programme* takes place upon arrival. Resettled refugees are housed in a reception centre<sup>144</sup> for eight to ten weeks where they undergo an orientation programme.<sup>145</sup> Children have a separate induction programme which aims to prepare them for mainstream education;
3. *Resettlement and Integration* takes place in a receiving, local community. Resettled refugees are housed in independent accommodation and undergo a language programme which consists of 20 hours per week for a period of one year to 18 months (See Kinlen, 2011).

OPMI stated that they work in consultation with all relevant agencies at national and local level to ensure that Programme Refugees access services they are entitled to and that necessary services are put in place as quickly as possible.<sup>146</sup>

#### 4.1.2.1 Orientation Courses

Orientation courses in the context of this study include not only factual information about the host country but also other support measures which aid the integration process and access to the labour market,<sup>147</sup> for example skills in self-sufficiency, resourcefulness and 'job readiness' EPIC's module entitled 'Living and Working in Ireland' is therefore also discussed below.

Programme Refugees may access an initial 8-10 week orientation programme in the reception centre.<sup>148</sup> The orientation programme is provided by the ETBs in cooperation with OPMI and invited speakers. The programme is adapted and tailored to the needs of each group and covers topics such as rights and entitlements, life in Ireland, child protection, children's rights, domestic violence, the role of An Garda Síochána (the Irish police force), the position of women, the Irish education system, employment etc.<sup>149</sup> Services such as interpretation and crèche facilities are provided to ensure that all adult refugees can fully participate in the programme.<sup>150</sup>

Following the orientation course resettled refugees are assigned a Resettlement Officer. This position is organised by the local implementing partner (often a

<sup>144</sup> Reception centre: a location with facilities for receiving, processing and attending to the immediate needs of refugees or asylum seekers as they arrive in a country of asylum. In Ireland, direct provision is the commonly used name for the reception system used to accommodate asylum seekers.

<sup>145</sup> Correspondence with OPMI, March 2016.

<sup>146</sup> Correspondence with OPMI, January 2016.

<sup>147</sup> See European Migration Network, August 2015 for further information.

<sup>148</sup> Correspondence with OPMI, January 2016.

<sup>149</sup> *Ibid.*

<sup>150</sup> *Ibid.*

community development worker or occasionally an NGO) who tenders for the role and receives a grant from OPMI. The role of the Resettlement Officer is to facilitate access to local services and assist with any problems that might arise.<sup>151</sup> Follow-up supports for resettled refugees are organised by their designated Resettlement Officers and further language training may be provided for 12 months in the receiving community.<sup>152</sup> After this period, Programme Refugees transition to mainstream services.

#### 4.1.2.2 Language, Educational and Training Courses

A number of ETBs who have dealt with resettled refugees provide similar services such as orientation/integration courses at a local level. The Louth and Meath ETB provides an orientation course which covers: essential information, food and hygiene, money management and services, accommodation and transportation, education and working towards independence.

##### *Case study: Roscommon*

The Galway and Roscommon ETB supported Programme Refugees from Chechnya in 2005 (Rose, 2015). The ETB provided daily English language instruction and computer and tiling classes to assist the process of integration alongside Irish learners. They also set up a shop to enable learners to interact in practical ways. The ETB focussed on providing avenues for interaction between the refugees and the Irish residents of the town. Some of the refugees now work in local shops, have completed Vocational Training Opportunities Scheme (VTOS) or established their own business.

##### *Case study: Cavan*

The Cavan and Monaghan ETB assisted families resettled from the Democratic Republic of Congo in 2013. They attended 'life skills' programmes covering topics such as cookery, budgeting, visiting doctors and interacting with schools.

The Tipperary ETB provides tailored English instruction to three groups of Programme Refugees at three different levels based on initial language assessments. In 2013, the Cavan ETB provided language instruction for thirteen adult Programme Refugees 15 hours per week for a year. In addition, the ETBs in Laois and Offaly, Kildare and Wicklow, City of Dublin and Mayo, Sligo and Leitrim all reported having language programmes built into their service for Programme Refugees specifically. See Table A3.1 Annex 3.

<sup>151</sup> Correspondence with OPMI, 2 March 2016.

<sup>152</sup> Correspondence with OPMI, January 2016.

The Dublin Dún Laoghaire ETB (DDETB) led on the Adult Refugee Programme nationally until it ceased in 2012.<sup>153</sup> The DDETB assisted Syrian refugees most recently in 2014. These refugees were subsequently relocated and the DDETB provided reports to the relevant ETBs. The DDETB has provided information and support to the Kildare and Wicklow ETB and others due to their experience.<sup>154</sup>

#### *Case Study: Kildare and Wicklow Education and Training Board (KWETB)*

Minister for Education and Skills, Jan O' Sullivan, noted that the Kildare and Wicklow ETB (KWETB) has been 'at the forefront of our national response' to Programme Refugees through the provision of language and orientation courses.<sup>155</sup> Specialised responses may have emerged because refugees were located within the catchment area.<sup>156</sup>

The KWETB is an example of an ETB providing a range of services designed to support the integration of refugees into the labour market. KWETB offers tailored services in three towns: Naas, Arklow and Monasterevin.

In Naas, the KWETB provides educational services to asylum seekers living in full board accommodation for asylum seekers (known as direct provision) in Newbridge. Services include English language and computer classes. During 2012, 22 Programme Refugees began studying with the KWETB in Naas and are provided with targeted language, orientation, general education and employability skills courses through the Adult Basic Education (ABE) initially. They may then progress to study through the Back to Education Initiative (BTEI) services or avail of Vocational Training Opportunities Scheme (VTOS).<sup>157</sup> Additionally, an outreach worker continues to act as a mentor for Programme Refugee students who leave the ETB services. These educational services are tailored by the KWETB to meet the need of Programme Refugees, but are offered through existing mainstream services.

Of the 22 Programme Refugees availing of KWETB courses and training in 2012: six are in third-level education; 11 are engaged in or have completed various Further Education and Training Awards Council (FETAC) courses; and five are continuing to avail of ABE and BTE programmes.

The KWETB provides further services to more recently (2015) resettled refugees in Arklow, Co. Wicklow and Monasterevin, Co. Kildare. In Arklow, the KWETB

<sup>153</sup> See also: <http://oireachtasdebates.oireachtas.ie/Debates%20Authoring/DebatesWebPack.nsf/takes/dail2012111300067?open&highlight=adult%20refugee%20programme>.

<sup>154</sup> Input from ETBs co-ordinated by Solas, received November 2015.

<sup>155</sup> See [www.education.ie/en/Press-Events/Speeches/2015-Speeches/SP15%20-%2009-24.html](http://www.education.ie/en/Press-Events/Speeches/2015-Speeches/SP15%20-%2009-24.html).

<sup>156</sup> Correspondence with OPMI, March 2016.

<sup>157</sup> See [www.citizensinformation.ie/en/education/returning\\_to\\_education/vocational\\_training\\_opportunities\\_scheme.html](http://www.citizensinformation.ie/en/education/returning_to_education/vocational_training_opportunities_scheme.html).

engages with six Somali families through their Adult Refugee Programme.<sup>158</sup> Some of the resettled refugees attend English language and IT classes. The County Wicklow Partnership also assigned the families a Resettlement Worker for 12-18 months in addition to the services offered by the KWETB. The allocation of a resettlement support worker is part of the OPMI model of resettlement and is funded by OPMI via a grant to the partnership.<sup>159</sup>

In Monasterevin, the KWETB runs two primary school classes for 21 children aged between five and 12 as well as orientation and language classes for 35 adults. These programmes take place in the Emergency Reception and Orientation Centre at the Hazel Hotel. The classes aim to prepare the Programme Refugees for integration in their new communities.<sup>160</sup>

The KWETB case study shows how ETBs are offering targeted educational services for asylum seekers and Programme Refugees resettled in the local area. The programmes and courses offered by KWETB cater to the diverse needs of the service users, including resettled refugees. Within one service there may be significant variation in the type of programmes and course provided by the local ETBs, according to local priorities. See Annex 3 for more information on the services provided by other ETBs.

#### 4.1.2.3 Housing

Programme Refugees are initially housed in an Emergency Reception and Orientation Centre (EROC).<sup>161</sup> The Irish Refugee Protection Programme was approved by the Government in September 2015 in response to the ‘migration crisis’. One of the agreed measures under the programme was the establishment of a Network of EROCs, in part to provide accommodation to relocated persons while they await their applications for refugee status to be processed.<sup>162</sup> The Centres also provide housing for resettled persons.<sup>163</sup>

Programme Refugees are generally housed in privately rented accommodation after a period of orientation and may receive rent allowance supports. The local authorities source housing for resettled refugees. Housing associations such as Clúid Housing provide social housing for Programme Refugees with the aid of grants.<sup>164</sup> Clúid Housing was established in 1994 and is one of the largest housing

<sup>158</sup> Not to be confused with the Adult Refugee Programme that ceased in 2012. The learners involved in this programme are those from the original Refugee Programme, but it is funded from mainstream KWETB Further Education and Training funds. Correspondence with KWETB 13 March 2016.

<sup>159</sup> Correspondence with OPMI, March 2016.

<sup>160</sup> Input from ETBs co-ordinated by Solas, received November 2015.

<sup>161</sup> Correspondence with OPMI, January 2016.

<sup>162</sup> Dáil Debate Vol. 896, No. 2. (12 November 2015).

<sup>163</sup> Correspondence with OPMI, March 2016.

<sup>164</sup> Correspondence with OPMI.

associations in Ireland.<sup>165</sup> OPMI noted the significant difficulties in accessing housing, in particular the reduced supply of new social housing.<sup>166</sup>

Prior to transfer to their permanent location, decisions about housing and other services, for example education, health services etc., are taken by the local interagency group in consultation with OPMI and the latter arranges the transfer from the reception centre to the receiving community. OPMI noted that all resettled refugees have the contact details of their principal OPMI resettlement officer should any issues arise that cannot be resolved locally.<sup>167</sup>

#### 4.1.2.4 Guaranteed Minimum Resources

Programme Refugees are accompanied to the DSP to register for a public services card and to be assessed for a social protection income.<sup>168</sup> They receive a supplementary welfare allowance which is means-tested. The cost of accommodation and food is deducted from the SWA and therefore they receive the same amount as asylum seekers in the reception system. When Programme Refugees leave the reception centre they qualify for full allowance unless they have substantial funds to support themselves.<sup>169</sup> Full social welfare rates apply after a three-month orientation programme is complete.<sup>170</sup>

## 4.2 CHALLENGES IDENTIFIED

The lack of orientation courses available to groups other than Programme Refugees is a challenge in the integration process. Stakeholders interviewed by the UNHCR pointed out that integration in its current form starts too late (UNHCR, 2013) which may result in greater barriers to beneficiaries of international protection.

The availability and level of English language classes varies by region. Some areas may only offer English language classes at beginner/intermediate level, which may not be sufficient for more advanced learners. Classes are rarely tailored specifically to beneficiaries of international protection or persons granted leave to remain and may have a mix of migrant workers, asylum seekers and refugees etc., despite different needs of each group. During the recent economic recession Government funding for a number of language programmes was reduced or cut. The European Commission against Racism and Intolerance (ECRI) fourth report on Ireland recommended that greater resources should be provided by the

<sup>165</sup> Clúid Housing is an independent, not-for-profit organisation providing housing for people who cannot afford purchase their own home or pay for private rented housing. See [www.cluid.ie](http://www.cluid.ie).

<sup>166</sup> Correspondence with OPMI, March 2016.

<sup>167</sup> Correspondence with OPMI, January 2016.

<sup>168</sup> *Ibid.*

<sup>169</sup> *Ibid.*

<sup>170</sup> Correspondence with DSP, March 2016.

authorities to assist persons with a protection status in acquiring language skills and integrating in the society (ECRI, 2013). A representative from EPIC noted in general that the funding for English language classes remains insufficient.<sup>171</sup>

Access to education and training is important, in part to address gaps in employment history. Refugees upon grant of status may be encouraged to pursue further education and training (UNHCR, 2013). Representatives of NARIC Ireland noted the importance of raising awareness among mainstream service providers, such as Intreo, of supports for migrants.<sup>172</sup>

Time spent in receipt of social welfare or direct provision payments can count towards the qualifying period for the Back to Education Allowance (BTEA) if the person establishes an entitlement to a qualifying social welfare payment immediately before starting a course.<sup>173</sup> Prior to this change in policy, time spent in the reception system (known as Direct Provision) could not be counted towards the qualifying period for this payment (UNHCR, 2013).

The complexity of the social protection system in Ireland is cited by an NGO as one of the main challenges for migrants accessing social housing and rent supplement (Clarke et al., 2012). However housing services for refugees are mainstreamed and access to social housing is a widespread challenge, not affecting migrants exclusively (UNHCR, 2013).

The UNHCR report (2013) highlights the following challenges encountered by refugees in relation to housing and housing supports:

- Access to housing, especially in the initial stages after the protection status is granted was identified as a key issue for refugees. As of February 2015 there were just under 700 people with refugee status residing in direct provision (Working Group on the Protection Process, 2015);<sup>174</sup>
- Limited support in moving on from the direct provision system is also seen as a barrier;
- Stakeholders interviewed by the UNHCR highlighted that the provision of social housing is challenging due to disjointed housing supports involving different departments. In addition social housing services available vary

<sup>171</sup> Interview with EPIC, October 2015.

<sup>172</sup> Interview with QQI, January 2016.

<sup>173</sup> [www.citizensinformation.ie](http://www.citizensinformation.ie)

<sup>174</sup> Working Group to Report to Government on Improvements to the Protection Process, including Direct Provision and Supports to Asylum Seekers.

depending on the region. Refugees often rely on friends and their ethnic community to meet the costs of housing;

- Not having a permanent address is an impediment to accessing rent supplement. It is difficult for refugees to secure accommodation without accessing rent supplement because a deposit and one month of rent in advance are usually required. Rental deposits may be covered by the exceptional needs payment scheme or by Local Authorities in respect of Rent Supplement and the Housing Assistance Payment.<sup>175</sup>

UNHCR highlighted that increased cooperation between State agencies (DSP and the Department of Justice and Equality) would have an immediate positive impact, for example in expediting the process of making rent supplement available in advance, in order to enable refugees to secure independent accommodation before leaving direct provision (UNHCR, 2013). The issue of transitioning from direct provision accommodation was investigated by the Working Group on the Protection Process.<sup>176</sup> The Working Group recommended that the DSP

*continue to make every effort to ensure that Designated Persons in the Community Welfare Service strive towards consistency when administering the Exceptional Needs Payment Scheme*

in order to improve, for example, access to payments to cover rental deposits (Working Group on the Protection Process, 2015).

In July 2015, based on a recommendation from the Working Group Report, a Taskforce was established by the Government to assist with the transition of persons from direct provision. The main focus of the Taskforce was the needs of persons with protection status or leave to remain who continue to reside in direct provision. The Taskforce was mandated to bring together representatives of Government Departments and draw on expertise of relevant agencies and NGOs.<sup>177</sup> Reflecting the recommendations arising from the Working Group the Department of Social Protection participates in the Taskforce to provide information on the social welfare supports available and the phased transfer of persons with long-term housing needs to the Housing Assistance Payment (HAP) and the supports available under the Exceptional Needs Payments (ENP) including that towards rent deposits.<sup>178</sup>

<sup>175</sup> Correspondence with UNHCR, March 2016.

<sup>176</sup> Working Group to Report to Government on Improvements to the Protection Process, including Direct Provision and Supports to Asylum Seekers.

<sup>177</sup> [www.inis.gov.ie](http://www.inis.gov.ie).

<sup>178</sup> Correspondence with Department of Social Protection, March 2016.



# Section 5

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## Conclusions

This study is concerned with the measures assisting integration into the labour market in Ireland of beneficiaries of international protection – comprising Convention Refugees, Programme Refugees and holders of Subsidiary Protection – and persons granted leave to remain. We map existing services and support measures, which aim to facilitate participation of these groups in the Irish labour market.

Access to the labour market is set out in legislation for refugees and beneficiaries of subsidiary protection and both groups have rights equal to Irish nationals in relation to employment. The rights of persons granted leave to remain are not provided for in legislation and vary depending on individual circumstances, for example some holders of a leave to remain permission may seek and enter employment at the discretion of the Minister for Justice and Equality.

Integration policy is co-ordinated by OPMI and implemented at the local level. Ireland pursues a mainstreaming approach to integration, which can be defined as one used to ‘reach people with a migration background through social programming and policies that also target the general population’ (Collett and Petrovic, 2014). The exception to this approach is where a specific need is identified. UNHCR (2013) noted that the mainstream nature of service provision and problems navigating the system, can act as barriers to non-Irish nationals in accessing various integration supports including employment supports. In Ireland, a specialised approach has been developed for Programme Refugees. Programme Refugees may avail of targeted integration programmes, centred on language and orientation at the outset.

A key function of OPMI is to provide funding aimed at facilitating integration. In the context of an economic recession, OPMI support for funded projects declined from a peak of €4.2 million in 2008, to €1.2 million in 2013 (McGinnity et al., 2014). During 2015 OPMI provided €1.4 million in funds to promote the integration of legally resident migrants in Ireland, representing a 4 per cent increase on 2014 funding.<sup>179</sup> State funding is increasingly important because philanthropic funders, who have been key funders of non-governmental

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<sup>179</sup> [www.integration.ie](http://www.integration.ie).

organisation integration activities in Ireland, are in the process of ‘winding down’ funding (McGinnity et al., 2014). The study identifies a range of measures that can be accessed to support migrant jobseekers and several examples of state-funded good practice were noted, for example the EPIC programme, Fáilte Isteach and local programmes run by ETBs.

A number of challenges were also identified. There is no comprehensive orientation course available to other beneficiaries of international protection and those granted leave to remain. Language services for those who are not Programme Refugees are mainstreamed and usually available to all migrants legally resident in Ireland. The study noted the lack of tailored classes and insufficient classes beyond beginner and intermediate English in some regions as challenges. The recognition of qualifications is identified in this study as necessary to support integration into the labour market. NARIC hosts an online Irish and foreign qualifications comparison database and is planning to implement measures to assist refugees in this regard.<sup>180</sup> Representatives of NARIC Ireland noted the importance of raising awareness among mainstream service providers such as Intreo, of the service, in order that migrants are appropriately referred.

Employment-based counselling services are available through EPIC and through Intreo. UNHCR notes that counselling for trauma victims is also important as the experiences of beneficiaries of protection can be a barrier in integrating into labour markets. Dublin-based Spirasi is the only specialised service available in Ireland for refugees who have experienced trauma. Access to housing is a challenge for migrants and Irish nationals alike. Programme Refugees and Convention Refugees, beneficiaries of subsidiary protection and those granted leave to remain are initially housed in emergency or reception accommodation, respectively. UNHCR and EPIC note that those transitioning from reception accommodation (direct provision) face particular problems if they have spent a significant length of time there. These problems relate to both housing and integration into the labour market.

It is well established that employment, housing, education and health are key domains in which integration takes place (Ager and Strang, 2008). Access to the labour market is frequently viewed as an essential part of migrant integration (McGinnity et al., 2011; Lundborg, 2013; OECD and the European Union, 2015). UNHCR research cited in the current study shows that refugees face particular challenges to accessing the labour market when compared to other groups of migrants (UNHCR, 2013).

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<sup>180</sup> Interview with QQI, January 2016.

Given the government's commitment to increase the number of resettled refugees in response to the migration crisis, as well as continued upward trends in asylum applications, the provision of such supports is becoming increasingly important. The EU-level synthesis report for this study indicates that as inflows of refugees and asylum seekers increase, many EU countries have adopted targeted integration initiatives, some tailored to the 'specific needs' of beneficiaries of International Protection. Such measures may complement the mainstreaming approach, helping to address concerns noted in this report about the effectiveness of the model in terms of integrating refugees and others into the labour market.

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## Annex 1 - Stamps

TABLE A.1 An Overview of the Main Categories of Stamps

Stamp Type	Main Categories of Persons	Access to the Labour Market
<b>Stamp 0</b>	<ul style="list-style-type: none"> <li>• A service provider sent to Ireland by an overseas company to carry out a particular task for a limited time;</li> <li>• An extended visit in exceptional humanitarian circumstances;</li> <li>• Visiting academics;</li> <li>• Non-EEA retired person of independent means.</li> </ul>	No
<b>Stamp 1</b>	<ul style="list-style-type: none"> <li>• Non-EEA national issued with an employment permit;</li> <li>• Non-EEA national issued with a Business Permission;</li> <li>• Working Holiday Authorisation holder.</li> </ul>	Yes; Employment permit is required
<b>Stamp 1A</b>	<ul style="list-style-type: none"> <li>• Non-EEA national studying accountancy.</li> </ul>	No
<b>Stamp 1G</b>	<ul style="list-style-type: none"> <li>• Holder permitted to remain in the State for the purpose of seeking employment after graduating with an Irish degree award for six or 12 months;</li> <li>• Holder may work full time.</li> </ul>	Yes
<b>Stamp 2</b>	<ul style="list-style-type: none"> <li>• Non-EEA national attending a full time course of study.</li> </ul>	Yes; Casual employment only <sup>181</sup>
<b>Stamp 2A</b>	<ul style="list-style-type: none"> <li>• Non-EEA national attending course of study not recognised by the Department of Education and Science.</li> </ul>	No
<b>Stamp 3</b>	<ul style="list-style-type: none"> <li>• Non-EEA visitor;</li> <li>• Non-EEA Minister of Religion and Member of Religious Order;</li> <li>• Non-EEA spouse/dependant of employment permit holder.</li> </ul>	No
<b>Stamp 4</b>	<ul style="list-style-type: none"> <li>• Non-EEA family member of EEA citizen;</li> <li>• Non-EEA spouse of Irish citizen;</li> <li>• Refugee.</li> <li>• Non-EEA person granted family reunification under the <i>Refugee Act, 1996</i>;</li> <li>• Programme Refugee;</li> <li>• Non-EEA parent of Irish citizen child where parent was granted permission to remain in the State;</li> <li>• Non-EEA family member of EU citizen where family member qualifies under the <i>European Communities (Free Movement of Persons) (No. 2) Regulations 2006 (S.I. 656 of 2006)</i>.</li> </ul>	Yes; Employment permit is not required.
<b>Stamp 5</b>	<ul style="list-style-type: none"> <li>• Non-EEA Nationals who have resided legally in Ireland for at least eight years and who have been permitted by the Minister of Justice and Equality to remain in the State without condition as to time.</li> </ul>	Yes; Employment permit is not required.
<b>Stamp 6</b>	<ul style="list-style-type: none"> <li>• Irish citizens who have dual citizenship and wish their entitlement to remain in the State to be endorsed on their foreign passport.</li> </ul>	Yes; Employment permit is not required.

Source: Irish Naturalisation and Immigration Service

<sup>181</sup> Casual work is defined as 20 hours per week during school term and 40 hours per week during school holidays. See [www.inis.gov.ie/en/INIS/Pages/Stamps](http://www.inis.gov.ie/en/INIS/Pages/Stamps).

## Annex 2 - Statistical Data

**TABLE A2.1** Programme Refugees and Persons Granted Protection at First Instance and Leave to Remain, 2010-2015

	2010	2011	2012	2013	2014	2015
<b>Refugees (first instance)</b>	24	61	67	128	132	152
<b>Beneficiaries of Subsidiary Protection (first instance)</b>	2	13	28	31	278	181
<b>Persons Granted Leave to Remain after having gone through the asylum process</b>	161	749	382	598	626	1,185
<b>Programme Refugees</b>	20	45	49	86	96	176

*Source:* Data 2010-2013, IE EMN Annual Reports (See Joyce and Whelan, 2015 and Joyce and Gusciute, 2015) and www.emn.ie; Data on Convention Refugees and Beneficiaries of international protection, ORAC 2014 and 2015; Data on Programme Refugees 2014 and 2015, OPMI.

**TABLE A2.2** Number of Clients Placed by EPIC, 2008-2014

	2008	2009	2010	2011	2012	2013	2014
<b>Total number placed</b>	173	177	186	227	203	190	204
<b>Placement rate (%)</b>	72.4	72.0	64.8	67.2	70.2	61.1	66.2

*Source:* OPMI.

*Note:* Placed clients refer to clients who have been placed in employment, in training/education, in a work placement/internship or in a voluntary role.

**TABLE A2.3** Top Five Countries of Origin of Placed Clients 2008-2011

	2008		2009		2010		2011	
		Total number placed		Total number placed		Total number placed		Total number placed
<b>Country of Origin</b>	Nigeria	77	Nigeria	29	Nigeria	26	Spain	36
	Poland	26	Poland	20	Poland	23	Nigeria	25
	Italy	5	Spain	15	Spain	19	Poland	24
	Romania	5	Italy	11	Italy	12	Lithuania	12
			Lithuania	9	Lithuania	8	Brazil	8
<b>% of total placed</b>		65.3%		47.5%		47.3%		46.3%
<b>Other Countries</b>		60		93		98		122
<b>Total</b>		173		117		186		227

*Source:* OPMI.

*Note:* Countries with less than five participants/clients are not included.

## Annex 3 - Services and Support Measures Provided by Education and Training Boards in Ireland

**TABLE A3.1** English Language Courses provided by Education and Training Boards in Ireland

<b>ETB</b>	English classes for non-native English speakers (note not specific to Convention Refugees, beneficiaries of subsidiary protection or persons granted leave to remain including for humanitarian reasons)	English classes for Programme Refugees
<b>Cavan and Monaghan ETB</b>	ESOL participants are required to take an assessment which examines their level of English proficiency and courses are offered at four levels (Beginners, Elementary, (QQI level 3 and QQI level 4 'ESOL for work'). Upon successful completion of the Beginners and Elementary programmes learners receive a Certificate of Attendance; while learners who complete the QQI programmes receive a QQI certificate which is recognised by employers and educational institutions (See Cavan and Monaghan Education and Training Board, September 2015).	Cavan Adult Learning Centre designed programmes aimed at resettled refugees from the Democratic Republic of Congo (2013). Language support included classes consisting of 15 hours per week for a year, funded by the Back to Education Initiative. <sup>182</sup>
<b>Cork ETB</b>	Information not available	N/A
<b>City of Dublin ETB (CDETB)</b>	The CDETB provides language programmes at various levels for the Dublin migrant communities. <sup>183</sup> Refugees may avail of the mainstream Adult Education Services which includes the provision of ESOL. All ESOL learners undertake an initial assessment in order to assess learners' skills in speaking and writing and they also complete an oral assessment and a written assessment. The performance is assessed against the Common European Framework of Reference (CEFR) for Languages. The classes are free but learners may have to cover the cost of course books. The CDETB has developed its own syllabus documents for each level and these are benchmarked against the CEFR. Courses are certified at National Framework Qualifications levels 3 and 4. The majority of courses are delivered over one term (10 to 16 weeks) but part-time courses (30 weeks) aimed at learners who are in low-paid employment are also available. The CDETB informs the Department of Social Protection of available courses and actively recruits people whose language ability is preventing them in entering the labour market. In 2014, 65 refugees accessed ESOL classes. <sup>184</sup>	The CDETB is not currently involved in providing programmes specifically tailored to refugees. The CDETB, due to its long-standing involvement with refugees, has developed considerable expertise in this area and has been working with refugees since the early 1980s. <sup>185</sup>
<b>Donegal ETB</b>	Information not available	N/A
		<i>Contd.</i>

<sup>182</sup> Input from ETBs co-ordinated by Solas, received November 2015.

<sup>183</sup> See <http://cityofdublin.etb.ie/further-education/other-programme>.

<sup>184</sup> Input from ETBs co-ordinated by Solas, received November 2015.

<sup>185</sup> Vietnamese refugees (1980s), Bosnian refugees (1990s) and asylum seekers, refugees and migrants from various countries since. Correspondence with CDETB (November, 2015).

**TABLE A3.1** English Language Courses provided by Education and Training Boards in Ireland  
*Contd.*

<b>Dublin and Dún Laoghaire ETB (DDLETB)</b>	The DDLETB provide ESOL classes as part of its Adult Education Services. <sup>186</sup>	The DDLETB have provided language classes (20 hours per week) to eight groups of Programme Refugees resettled in their catchment area, most recently from Syria. The DDLETB has been working with OPMI and other ETBs (mainly Kildare and Wicklow ETB) who are currently working with Syrian refugees. <sup>187</sup>
<b>Galway and Roscommon ETB</b>	Galway and Roscommon ETB provide ESOL classes. <sup>188</sup> In addition, the Galway Adult Basic Education Service provides 'English for Work for Speakers of Other Languages' <sup>189</sup>  In Galway no distinction is made between asylum seekers, migrant workers or refugees and four hours of English classes per week (CEFR A1 and A2 levels) is available to all. <sup>190</sup>	Currently not working with Programme Refugees but had refugees from Chechnya in the past in Roscommon. English classes were provided to this group. <sup>191</sup>
<b>Kerry ETB</b>	English language and Intermediate English classes are provided as part of the Adult Education Service. <sup>192</sup>	N/A
<b>Kildare and Wicklow ETB (KWETB)</b>	English language classes are designed for learners who have only a basic level of English. Certification is available on more advanced ESOL courses at QQI level 3 and 4. <sup>193</sup>	Current provision to Programme Refugees – language classes for adults. <sup>194</sup>
<b>Kilkenny and Carlow ETB</b>	Currently Kilkenny and Carlow ETB work with approximately 90 refugees through its Literacy Service. Refugees are given a skills check and allocated to classes based upon current attainment level and availability for provision. They are offered language or literacy provision depending upon their skills capacity. Refugees attend for a number of hours every week; some are specific classes with only refugees; some are included in part of the general Adult Literacy provision. Courses are offered during day and evening time with an option of achieving QQI certification. <sup>195</sup>	N/A
<b>Laois and Offaly ETB</b>	English language classes up to level A2 (CERF). <sup>196</sup>	N/A
<b>Limerick &amp; Clare ETB</b>	ESOL classes are provided. <sup>197</sup>	N/A
		<i>Contd.</i>

<sup>186</sup> [www.ddletb.ie/Adult-Education.aspx](http://www.ddletb.ie/Adult-Education.aspx).

<sup>187</sup> Input from ETBs co-ordinated by Solas, received November 2015.

<sup>188</sup> <http://galwayroscommon.etb.ie>.

<sup>189</sup> [www.gabes.ie/index.php?gb=39](http://www.gabes.ie/index.php?gb=39).

<sup>190</sup> Input from ETBs co-ordinated by Solas, received November 2015.

<sup>191</sup> *Ibid.*

<sup>192</sup> See [www.kerryetb.ie](http://www.kerryetb.ie).

<sup>193</sup> See [www.kwetb.ie/adult-basic-education.html](http://www.kwetb.ie/adult-basic-education.html).

<sup>194</sup> Input from ETBs co-ordinated by Solas, received November 2015.

<sup>195</sup> *Ibid.*

<sup>196</sup> *Ibid.*

<sup>197</sup> See <http://limerickclare.etb.ie/further-education/part-time-programmes>.

**TABLE A3.1** English Language Courses provided by Education and Training Boards in Ireland  
*Contd.*

<b>Longford and Westmeath ETB</b>	ESOL classes are provided. <sup>198</sup>	N/A
<b>Louth and Meath ETB</b>	ESOL classes are provided (to intermediate level). <sup>199</sup>	Adult Refugee Induction Programme, language assessment is part of the tailored service. <sup>200</sup>
<b>Mayo, Sligo and Leitrim ETB</b>	Courses vary depending on the location. <i>County Mayo</i> – courses offered are for beginners and pre-intermediate level English. They may lead to National Certification with FETAC <sup>201</sup> <i>County Sligo</i> provide the following courses: ESOL Literacy (for learners who have very little spoken English and may have no knowledge of the Western alphabet or Reading and Writing skills), ESOL Beginners, Certificate in ESOL QQI Level 3, 4 and 5, ESOL Level 4 and 5 Grammar. The courses are available to asylum seekers, refugees and EU Nationals in receipt of Social Welfare (Mayo, Sligo and Leitrim Education and Training Board, 2015). <i>County Leitrim</i> provide ESOL classes for Asylum Seekers, Refugees and Migrant Workers. <sup>202</sup>	Worked with Programme Refugees from 2006 to 2010. <sup>203</sup>
<b>Tipperary ETB</b>	Everyday English language: Level 2 and Level 3 <sup>204</sup>	Adults undertake language assessment and are assigned to a class. Three groups at three different levels – students working towards Cambridge English language exams <sup>205</sup>
<b>Waterford and Wexford ETB</b>	Adult Education Centres provide English language classes (at all levels e.g. complete beginners, CEF A0 to upper intermediate, CEF B2/C1, QQI levels 1-5 and IELTS Preparation Courses) to migrant workers, asylum seekers, refugees etc. All learners undertake a language assessment.	

<sup>198</sup> See <http://longfordwestmeath.etb.ie/further-education-training/adult-learning>.

<sup>199</sup> See <http://louthmeath.etb.ie>.

<sup>200</sup> Input from ETBs co-ordinated by Solas, received November 2015.

<sup>201</sup> See Adult learning brochures [www.mayovec.ie/index.php?option=com\\_content&task=view&id=114&Itemid=141](http://www.mayovec.ie/index.php?option=com_content&task=view&id=114&Itemid=141).

<sup>202</sup> See <http://leitrimvec.ie/basic.htm>.

<sup>203</sup> Input from ETBs co-ordinated by Solas, received November 2015.

<sup>204</sup> <http://tipperary.etb.ie/further-education/adult-learning-scheme-2>.

<sup>205</sup> Input from ETBs co-ordinated by Solas, received November 2015.

TABLE A3.2 Orientation/Integration courses provided by ETBs

Education and Training Board (ETB)	Orientation/Integration Course for Resettled Refugees
<b>Cavan and Monaghan ETB</b>	In 2013, nine families from the Democratic Republic of Congo were resettled in Cavan. The families attended Life Skills programmes such as cookery, budgeting, visiting a doctor and interacting with schools. <sup>206</sup>
<b>Dublin and Dún Laoghaire ETB (DDLETB)</b>	The DDLETB delivered an orientation programme to Syrian Refugees in 2014 before the group was resettled in 2015. <sup>207</sup>
<b>Kildare and Wicklow ETB (KWETB)</b>	Current provision (2015) to Programme Refugees includes orientation classes to adults with the aim of preparing them for integration into their new communities. <sup>208</sup>
<b>Laois and Offaly ETB</b>	As part of the language and other educational courses some orientation/integration activities are also organised. Examples of some activities include meeting with local Home School Community Liaison Officers, tours of the local library, challenging racism and discrimination in everyday life and workplace, acknowledging important cultural events from learners' home countries. <sup>209</sup>
<b>Louth and Meath ETB</b>	Adult Refugee Induction Programme includes orientation which consists of: essential information, food and hygiene, money management and services, accommodation and transport, education, 'towards independence'. An interpreter is available for a one-hour information session. <sup>210</sup>

<sup>206</sup> Input from ETBs co-ordinated by Solas, received November 2015.

<sup>207</sup> *Ibid.*

<sup>208</sup> *Ibid.*

<sup>209</sup> *Ibid.*

<sup>210</sup> *Ibid.*

## Annex 4 - Intreo Centres by County

TABLE A.4 Intreo Centres by County<sup>211</sup>

County	Number of Intreo Centres	Branch Offices
Dublin	16	1
Kerry	5	2
Mayo	5	3
Cork	5	11
Donegal	4	4
Galway	3	3
Leitrim	2	0
Limerick	2	1
Louth	2	1
Wicklow	2	2
Carlow	1	2
Cavan	1	1
Clare	1	3
Kildare	1	3
Kilkenny	1	1
Longford	11	0
Offaly	2	1
Sligo	1	1
Tipperary	2	6
Waterford	1	1
Westmeath	2	1
Wexford	1	3
Laois	0	3
Meath	1 <sup>212</sup>	2
Monaghan	0	3
Roscommon	0	3
<b>Total</b>	<b>62</b>	<b>62</b>

Source: Department of Social Protection.

<sup>211</sup> Correspondence with the Department of Social Protection, March 2016.

<sup>212</sup> Navan SWLO not yet Intreo.



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EMN Ireland  
The Economic & Social Research Institute  
Whitaker Square  
Sir John Rogerson's Quay  
Dublin 2, Ireland + 353 1 863 2000  
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