Country Report Ireland

by Ann Singleton, Audrey Lenoël, Olga Gora and Lynnmarie Sardinha

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A. Key data sources and responsible institutions

- Central Statistics Office (CSO)

The main statistical body in Ireland is the Central Statistics Office (CSO) which collects information from a number of different agencies and acts as the central depository for data in Ireland. It is responsible for the *Irish Census of Population* and for the *Quarterly National Household Survey* (QNHS – formerly the annual Labour Force Survey). CSO doesn’t hold annual stock figures but does aim to do so in the future. Emigration data gathered by CSO is also due to also contain nationality. The CSO is responsible for producing the population and migration estimates.

1. *The Census of Population*

Censuses of Population have been taken at five yearly intervals since 1946 (in years ending in ‘1’ and ‘6’), with the exception of the one planned in 1976 which was cancelled and 2001 when the planned census was postponed until 2002 due to the ‘Foot and Mouth’ outbreak in March/April 2001. The last Census was conducted in 2006.

Questions asked include ‘usual residence’, ‘usual residence one year ago’, whether the person has ever lived outside Ireland for more than one year and the year of return to Ireland. A number of new questions were included in the 2006 Census for the first time including a question on ethnic or cultural background.

2. *Quarterly National Household Survey (QNHS)*

The QNHS replaced the annual LFS in September 1997. Its main purpose is to produce quarterly official information on labour market variables such as employment, unemployment and participation. It is the principal source of information for the estimation of the gross annual migration flows, providing the basis for classification of the flows by sex, age group, origin/destination and nationality (for immigrants only). It collects information continuously throughout the year, with 3,000 households surveyed each week to give a total sample of 39,000 households in each quarter. The QNHS collects data on both immigration and emigration flows. Ethnicity is however not recorded to date, except in the 2004 Equality Module.

The immigration data are obtained by means of ‘recall questions’ which seek information on both the current location of residence for each respondent and where he or she was living a year earlier. Emigration data are collected through a question asking the respondent whether anyone who usually lived in the household on April 30 year n-1 is now living abroad. If that is the case, the person is then asked the country of destination, the date of departure, the number of people who moved, their age and gender.

This type of survey approach yields underestimates of outward flows since, when complete households emigrate, there is no-one left behind to supply the necessary information to interviewers. As the QNHS only covers private households, it also does not take into account many asylum seekers and temporary migrants who are accommodated in institutions such as hotels and hostels.
3. **EU Survey of Income and Living Conditions (EU SILC)**

EU SILC is the primary source for estimating EU and national income and poverty indicators. Since 2005, it has included a focus on a special topic relating to poverty or social exclusion. However, the survey does not record the length of time that immigrants have been in Ireland, which would be very useful to measure integration (Barrett and McCarthy, 2007).

4. **National Employment Survey (NES)**

The NES is an annual survey conducted with a sample of approximately 10,000 employers and 100,000 employees. It collects data on employee earnings, as well as on their employment and occupational profile and details of the workplace. Special modules are also conducted on topics such as participation in vocational training, workplace participation and practices. Its usefulness is however limited by the fact that it only records the nationality of the employees.

5. **Personal Public Service Numbers (PPSN)**

Any person taking up employment in Ireland is required to obtain a Personal Public Service (PPS) number from the Department of Social and Family Affairs (DSFA) and the Central Records System (CRS) where details of the numbers issued are kept is therefore a very useful source of data on EEA and non-EEA nationals (see above).

The CSO currently collects the PPS Number from the public as part of the data collection process of its survey on Statistics on Income and Living Conditions (SILC), its National Employment Survey, and from the General Register Office as part of the Births Notification Form. By using this number, the CSO can indeed obtain information on topics such as earnings, social welfare payments and information generally collected by employers without having to collect a considerable amount of detailed information directly from the persons in the sample households.

- **Department of Justice, Equality and Law Reform (DJELR) – Irish Naturalisation and Immigration Service (INIS)**

The Irish Naturalisation and Immigration Service (INIS) was established within the Department of Justice, Equality and Law Reform (DJELR) in 2005 in order to provide a ‘one stop shop’ in relation to asylum, immigration, citizenship and visas. The INIS is responsible for administering the functions of the DJELR Minister in relation to these issues as well as facilitating and coordinating a whole of government approach to immigration and asylum issues. It is also responsible for data production on asylum, citizenship and migration of non-EEA citizens. This has however long been hampered by the limited technical interoperability of its numerous separate systems (Quinn, 2009).

1. **Asylum**

The INIS is responsible for asylum policy and requires statistics on applications, trends, flows, etc. from the various agencies in order to discharge this policy. Data on asylum seekers are recorded at the different stages of the asylum process and kept in the stand-alone systems used by the different sections responsible for each stage:
Office of the Refugee Application Commissioner (ORAC)
The ORAC is the first instance decision making body in the Irish asylum system. Its
database, called the Asylum Management Live (AML) contains a variety of records in
relation to asylum applications, including the application details, the processing
status and the decision outcomes. The AML and the monthly (Lotus Approach)
databases derived from it are used to produce monthly statistical reports.

Refugee Appeals Tribunal (RAT)
The RAT is the body responsible for considering and deciding appeals against
recommendations of ORAC that applicants should not be declared to be refugees.
The RAT runs its own database, with information on applicants being pooled from the
ORAC database.

Refugee Integration Agency (RIA)
The RIA is responsible for the planning, co-ordination and provision of reception
services to asylum seekers. It keeps data on asylum seekers accommodated with
state support.

The Ministerial Decision Unit (MDU) records the ministerial decisions on refugee
status based on recommendations / decisions of the Office of the Refugee
Commissioners Office and the Refugee Appeals Tribunal. MDU has access to the
information kept in the ORAC and RAT databases.

Repatriation is responsible for the repatriation of failed asylum-seekers. The ORAC,
RAT and MDU databases feed into the Repatriation case tracking database.

Detailed statistics are available on the number of applications and numbers
processed by nationality. Data are collated by the Asylum Policy Division from the
different sections and presented in monthly reports. Additionally, the ORAC, RAT and
RIA publish regular statistical reports on their activities. However, the fragmented
nature of the systems makes data retrieval difficult.

2. Citizenship acquisition

Data on naturalisations are kept in the Citizenship Case Tracking Database operated
by the Citizenship section within INIS. This records applications made by adults and
minors. Aggregate statistics on the number of applications are produced on a
monthly basis and sent to INIS for its monthly reports.

3. Other data sources on non-EEA nationals

Non-EEA nationals applying for or having residence permits are recorded by two
other INIS sections:

General Immigration (DJELR): responsible for applications for leave to remain (for
people on work permits, partner of an Irish National, extensions to student and visitor
visas, family reunification for recognised refugees).
Immigration Operations (DJELR): responsible for marriage to Irish nationals,
business permission and family reunification for EU citizens (EU Treaty Right).
4. Visa database

A person coming to Ireland from a visa required country must apply for a visa in advance of travel. INIS within the DJELR has primary responsibility for visa matters. The Department of Foreign Affairs (DFA) also plays an important role in Ireland's visa system, as visa applications from those residing outside Ireland are lodged at Embassies and Consulates. The DJELR has kept record of visa applications since 2005 only, since the DFA was entirely responsible for processing these before then. With the previous system, the visa section only received aggregate statistics of the number of visa applications and decisions from the Irish Missions abroad. They had no access to the details of individual cases for these and could only view the details of applications made in Dublin.

This system has being gradually phased out and replaced by a new computerised visa system called AVATS (Automated Visa Application and Tracking System), which includes an online facility.

5. A new system: the Asylum and Immigration Strategic Integration Programme (AISIP)

The different systems described above are currently integrated into a new system named the Asylum and Immigration Strategic Integration Programme (AISIP). It will integrate the current existing systems mentioned above (ORAC, RAT, MDU, Repatriation, RIA, Citizenship, General Immigration), with the exception of the Visa and the GNIB databases. Links should however be provided to the GNIB records, the new visa system (see section below) and the new Automated Fingerprinting system (AFIS).

As well as allowing an integrated view of the applicants across INIS and facilitating the decision-making process, the new AISIP system should considerably facilitate improved reporting and data production.

- Garda National Immigration Bureau (GNIB)

The GNIB is a section of An Garda Síochána (the Irish police force) and is responsible for all policing matters on immigration. The GNIB works very closely with other Government Departments and Offices within the INIS group of the DJELR.

The GNIB is responsible for the registration of non-EEA nationals. It is an obligation for all non-EEA nationals to register with An Garda Síochána and have a registration certificate (GNIB Card) within three months of their arrival. This rule however does not apply to asylum applicants who are given a temporary residence certificate by ORAC.

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1 In some cases, the decision will be made by the Visa Officer at the local Embassy or Consulate, and in other cases the Missions overseas will refer applications to INIS officers in Dublin, or the decision will be made at one of the dedicated Visa Offices abroad (located in Abuja, Beijing, Cairo, London, Moscow and New Delhi).

2 The Automated Fingerprinting system (AFIS), developed in conjunction with the An Garda Síochána, was launched in late 2007. It will be progressively rolled out in phases in 2008.
In addition, the GNIB is responsible for border controls. It seems that data on borders apprehensions have long been unavailable to the public and dedicated organisations. The GNIB now provides data on numbers of persons refused leave to land at Irish Ports on a 6 monthly basis to Eurostat and on a monthly basis to CIREFI.

- **Department of Social and Family Affairs (DSFA)**

The *Central Records System (CRS)* is a central repository of basic personal data on individuals held on different systems within the Department of Social & Family Affairs (DSFA), together with income and social insurance contributions data which are supplied by the Revenue Commissioners.

It holds data on 6.8 million Clients (or Customers) and is believed to have close to full population coverage of persons normally resident in the country. It is necessary to obtain a *Personal Public Services Number* (PPSN) (a Customer’s unique identifier) in order to access social welfare services and take up employment in Ireland. This number is more generally used in all dealings with Public Service Agencies.

The CRS data consist of an identity set captured at time of registration and additional data collected and updated through interaction with the Customer or with other Government Departments and/or Agencies. It therefore contains a very wide range of socio-economic data.

New migrants can be identified as people being issued new PPSNs, who are not newly born babies. Children born in maternity hospitals in Ireland are registered, insofar as is practicable, before the mother leaves hospital and a PPSN is allocated to them.

In other cases where a PPSN is required, (e.g., migrant workers, or people entering/returning to the workforce after a lapse of time) the applicant is required to call with supporting documentation (proof of identity, proof of address) to a designated office of the DSFA to complete a registration form. A search is then made for a pre-existing number for the applicant and where a match is found, the person is notified of the already existing PPSN. Where no match is found, a PPSN is allocated. New PPSNs are therefore a very useful source of information on immigration flows, particularly from the A10 Countries.

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3 The Republic of Ireland is one of the EU countries that opened its borders to migrants from the new EU members in 2004 without restrictions (together with the UK and Sweden). The number of individuals from the 10 new member states applying for a PPS number has increased dramatically following this decision. A total of 118,000 foreign nationals aged 15 and over were assigned PPSNs in 2004 of which about 58,000 were from the 10 new member countries (while only approximately 9,000 A10 country nationals had registered during 2003). Analysis performed by the CSO using PPSNs shows that although only half of foreign nationals assigned PPSNs in 2004 still had employment in Ireland in 2006, the pattern for A10 country nationals is different since almost 80% of the 58,000 who entered the system in 2004 recorded employment in that year and two-thirds of them had some level of employment activity in 2006. (CSO, 2007)
Department of Enterprise, Trade and Employment (DETE)

Non-EEA nationals are required to obtain an employment permit from the DETE prior to entering the Irish labour market. The DETE work permits database is therefore a major source of data on economic migration of non-EEA citizens. It contains figures on temporary work permits issued and renewals by nationality, employment sector and the location in Ireland of employer's business, which are published in the form of annual aggregate statistics on the DETE website. The DETE collects data on employment and work permits by nationality. The statistical use made of the DETE administrative system is however not commensurate to its potential and could be expanded to allow for much more analysis.

Indeed, most of the data collected during the application process are not currently available to researchers because some of the data on the application forms are apparently not entered onto the electronic database and only a handful of the variables recorded in the system are subsequently used to produce statistical outputs⁴. Information on age, gender, qualifications, experience, wages and method of recruitment are not yet accessible for instance. There is also a need for disaggregated data on the situation of ethnic minorities and migrant workers, especially as labour inspectors do not collect this type of data on complaints received.

B. Historical evolution of the national data collection system/ data collection practices and policies on data collection

The Republic of Ireland does not have a register of population. The absence of a single, all-inclusive data source means that it is necessary to use a combination of data sources in order to produce estimates of international migration. In addition, the existence of a free travel area between Ireland and the UK furthermore limits the use of administrative sources for measuring international migration.

Many data on international migration could be derived from different Irish administrative data sources but the statistical potential of these collection systems has not yet been fully (in several cases, even partially) exploited. Over recent years, different initiatives have been developed within the organisations responsible for data collection with the aim of optimising the potential of those systems.

INIS

Important improvements in the collection of data on asylum and non-EEA migration have resulted from the introduction of the INIS in 2005.

Within INIS, the data collection systems are being dramatically improved with the phase-out of the current INIS system and the introduction of the Asylum and Immigration Strategic Integration Programme (AISIP). The INIS IT system indeed poses many problems to its users, not least in its fragmentation which results in a lack of case management and workflow functionality. It also posed obvious problems

⁴ Interview with Martin Ruhs, 3 Sept. 2007
for statistical information as it made it very difficult to get comprehensive information on individuals throughout the immigration and asylum processes. Furthermore, many pieces of information collected at the application stage or later (such as country of birth or nationality) were not always recorded in the electronic system, and even where they were, the level of disaggregation may be minimal. The AISIP Management and Statistical Information System is currently being developed in order to address these issues by allowing all business areas in INIS to operate on the same IT system and to track all files electronically\(^5\).

In addition to AISIP, two other systems with great potential for the improvement of migration information have been developed within INIS. The above mentioned AVATS visa management system is now up and running. This live system co-developed by the DJELR and DFA was introduced to all Irish Embassies/Consulates/Visa Offices on a phased basis during 2008, and the old and new systems were due to co-exist for about 18 months. The range and quality of the statistics produced should be enhanced with the introduction of AVATS, as well as the accessibility to aggregate statistics with the extension of the Freedom of Information (FOI) rule to immigration decisions. Another new system with great potential is the AFIS electronic fingerprint system which stores fingerprints of asylum seekers and migrants on registration with the GNIB. Developed in conjunction with the An Garda Síochána, it was launched in late 2007 and progressively rolled out in phases in 2008. It is planned that in due course an interoperability strategy will be finalised.

Census

In 2002, the terms ‘black’ and ‘white’ were not used but have since been introduced. The Census’ Small Area Population Statistics (SAPS), in Theme 2: Migration, Ethnicity and Religion, shows ‘Usually Resident Population by Place of Birth, by Nationality, by Ethnic or Cultural Background, by Usual Residence and by Religion’ for different administrative areas (including Local Electoral Areas, etc).

Quarterly National Household Survey

C. Co-ordination and linking

C.1. Co-ordination

The need to integrate the different administrative systems has been highlighted by the CSO. Many data on international migration could be derived from different Irish administrative data sources. However, the statistical potential of these collection systems has not yet been really exploited. A study evaluating six of the main administrative records carried out by the Irish Central Statistics Office (CSO) in 2003 concluded in this respect:

\(^5\) In a report to the EMN dated February 2009, Quinn (2009) indicated that the specification of the AISIP system has been finalised but build has not yet begun. A country of origin information database is now in place as part of the first phase of AISIP.
'The data sources contain a vast amount of information on topics of central interest to Irish society. However, in most cases, they are contained in stand-alone information systems primarily designed to meet administrative requirements rather than the needs of policy-makers. While there are significant ongoing efforts on the part of data holders to improve the quality of the statistical information being derived from these sources, these efforts need to be organised in a more structured and strategic framework.' (CSO, 2003)

Considering the very large range of data it contains, the statistical potential of the CRS with respect to the socio-economic characteristics of the non-national population, their social welfare needs and their use of government services is enormous. It is particularly an important source of employment data, and could potentially complement other data collection systems.

**Irish Naturalisation and Immigration Service (INIS)**

The creation of the INIS certainly strengthened the coordination of statistical production in its field of responsibility. An INIS Statistics Group has been formed to oversee Ireland's ability to comply with the requirements of the 2007 EU Regulation on Community Statistics on Migration and International Protection. It co-ordinates the work of different sections in order to produce the required statistics. At the moment, each section within INIS uses its own database, and some can view other sections’ databases.

There are additional encouraging signs of this on-going work towards optimising the statistical potential of administrative sources, particularly with respect to asylum and non-EEA migration data with the introduction of the new Asylum and Immigration Strategic Integration Programme (AISIP) in the Department for Justice, Equality and Law Reform (DJELR). Some administrative systems could potentially yield very useful information on migrants (e.g. work permits database from the Department of Enterprise, Trade and Employment and the Central Records System of the Department of Social and Family Affairs) but historically they have not been much used for that purpose.

The Immigration, Residence and Protection Bill aimed to bring ORAC and the other agencies back under the INIS umbrella. It proposed a "single procedure" whereby refugee applications (asylum), subsidiary protection and permission to remain on humanitarian grounds would all be considered under the same procedure. This could have had positive repercussions for data gathering.

**C.2. Linking**

**Garda National Immigration Bureau (GNIB) database**

Registration of non-EEA nationals has existed since 1946, but it is only since September 2001 that the GNIB registration database has kept accurate numbers of all registered non-EEA nationals (including refugees) following an update of the
system to enable the capture of a wider range of information. Information from other government departments are recorded, including information on work permits (Department of Enterprise, Trade and Employment - DETE), visas (DJELR), PPS number (Department for Social and Family Affairs – DSFA), information on courses from the Department of Education for students and whether the person is an asylum seeker (ORAC). Currently the majority of PPS numbers are being assigned to citizens of the new Member States of the European Union and to citizens of China.

The PPS numbers link to other administrative datasets and the number of socio-demographic variables recorded in the system (incl. sex, date of birth, marital status, country of birth and country of nationality) make the GNIB database a potentially very valuable source of accurate flow figures for all non-EEA immigrants. The absence of a de-registration procedure means, however, that it is less useful for stocks estimates, although it might be possible to find when a person’s record has fallen in disuse. The statistical potential of this administrative database would be of major importance in improving the accuracy of the annual population estimates published by the CSO but is also limited by its very restrictive access (Perrin and Poulain, 2005).

D. Concepts and definitions

D.1. Migrants

The definition of a migrant used in Ireland varies, in effect, according to the data source.

D.2. Citizenship and country of birth

D.3. Foreign and Irish Background

D.4. Other important concepts

**Usual residence**

Up to and including 2006 the annual population estimates have been calculated using the de facto definition of population, i.e, all persons present in the State on census night. Since 2007 a new concept of usual residence has been used, i.e. all persons usually resident and present in the State on census night plus absent persons who are usually resident in Ireland but are temporarily away from home and outside the state on census night.

**Discrimination**

Discrimination is addressed in Irish law through the Employment Equality Acts 1998 to 2007 and Equal Status Acts 2000 to 2004. Both Acts define discrimination as treating a person less favourably than another person is, has been or would be treated in a comparable situation on any of the grounds specified. Indirect discrimination (when there is less favourable treatment in effect or by impact) and discrimination by association or imputation are also defined and prohibited (see
Russell et al., 2008, p.3). ‘Race/skin colour/ethnic group/nationality’ are four of the nine grounds of discrimination cited.

E. Availability of data

E.1. Core demographic data on immigrants and migration control

E.1.a. Population stocks and general demographic characteristics

General demographic statistics are captured by the Census and the Quarterly National Household Survey. (see sections above)

E.1.b Migration flows

In Ireland, the main body for measuring migration flows and which offers special calculations to various bodies of these flows is the CSO. It is important to note that in May 2004, the requirement to obtain a work permit prior to taking up employment in Ireland has been dropped for nationals from the 10 new EU Member States. Employment permit data therefore no longer provide information on the scale of immigration flows from these new EU Member States (but remain a good source of information on the flows of Romanians and Bulgarians who still require work permits to work in Ireland despite the accession to the EU of Romania and Bulgaria in 2007).

Estimates of migration flows are also based on the QNHS, which covers private households only. Since many asylum seekers are accommodated in non-private households (institutions such as hotels and hostels), a large proportion of them is not covered.

This use of two separate and distinct data sources limits the level of accuracy and details available on migration flows.
## Table 1: Key variables collected in international migration data sources

<table>
<thead>
<tr>
<th>Datasets</th>
<th>Institution</th>
<th>Stocks</th>
<th>Flows</th>
<th>Nationality/Citizenship</th>
<th>Country of Birth</th>
<th>Year of Immigration</th>
<th>Country of previous/next residence</th>
<th>Sex</th>
<th>Age/DOB</th>
<th>Duration of stay</th>
<th>Purposes of stay</th>
</tr>
</thead>
<tbody>
<tr>
<td>Census</td>
<td>CSO</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Administrative datasets</td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Asylum Management Live</td>
<td>ORAC - DJELR</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>Date of application</td>
<td>Country of origin</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>Whether AS or student/work permit</td>
</tr>
<tr>
<td>RAT</td>
<td>RAT</td>
<td>X</td>
<td>X</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>MDU decisions database</td>
<td>MDU section - DJELR</td>
<td>X</td>
<td>X</td>
<td>-</td>
<td>Date of application</td>
<td>-</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>General Immigration operations</td>
<td>GI section - DJELR</td>
<td>X</td>
<td>X</td>
<td>-</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
<td>-</td>
<td></td>
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<tr>
<td>Immigration Operations</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Registration of non-EEA nationals</td>
<td>GNI B</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>If applicant has been here 3 yrs &amp; refugee</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Citizenship database</td>
<td>DJELR</td>
<td></td>
<td></td>
<td>X</td>
<td>Previous nationality</td>
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<td>X</td>
<td>X</td>
<td>X</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>AISIP (forthcoming)</td>
<td>DJELR</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
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<td></td>
</tr>
<tr>
<td>Employment Permits</td>
<td>DETE</td>
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<td>?</td>
<td>Year of application?</td>
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<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
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<td>CRS</td>
<td>DSFA</td>
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<td>?</td>
<td>Date of entry into social insurance</td>
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<td>-</td>
<td></td>
<td></td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>Survey</td>
<td>CSO</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X year when took up residence</td>
<td>X Where did you live a year ago?</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>-</td>
<td></td>
</tr>
</tbody>
</table>

### E.1.c Legal Status of Immigrants

**Non-EEA nationals**

Non-EEA nationals applying for, or holding, residence permits are recorded by:

- *Garda National Immigration Bureau (GNIB)* (enforcement): registration of non-EEA nationals.
- *General Immigration* (DJELR): responsible for applications for leave to remain (for people on work permits, partner of an Irish National, extensions to student and visitor visas, family reunification for recognised refugees).
E.1.d Citizenship

It is worth noting that a change to the Nationality Law in 2004 has restricted access to citizenship. It is no longer possible for all persons born in Ireland to obtain automatic Irish citizenship⁶.

E.1.e Asylum seekers

The main sources for data on asylum seekers and refugees are the Office of the Refugee Applications Commissioner (Asylum Management Live); Refugee Appeals Tribunal (for appeals); and the Repatriation Case Tracking Database for grants of subsidiary protection and authorisation to stay for humanitarian reasons. The Refugee Integration Agency holds information on those granted authorisation to reside under resettlement schemes.

E.1.f Irregular migration

Irregular migration is very poorly monitored in Ireland to the extent that the Migrant Rights Centre Ireland claims that “in the absence of available data, it is difficult to estimate the numbers of undocumented migrant workers in Ireland.”

GNIB: statistics are available on the number and characteristics of the third-country nationals refused entry to the State, as well as the grounds for refusal. At the moment, no statistics are available on third country nationals found to be illegally present in the State, except for those who have been issued a 15 Day letter or Deportation Order.

The Repatriation section provides statistics on effected Deportation orders and Dublin II (transfer orders) effected; number of voluntary returns via IOM and DJELR.

A new GNIB system has been implement: GNIB-IS, containing the same information as the old GNIB register plus details of all deportation orders that have been issued by the DJELR and a new integrated electronic fingerprint system. DJELR is also in the process of developing an Irish Border Information System which will operate by processing passenger data supplied by carriers and matching it against watchlists to detect persons of interest entering or leaving the State.

E.2. Measuring integration, discrimination and diversity

An Garda Síochána

In Ireland the Garda (Police) recording system has only recently begun to record racist incidences. The last national crime survey in 1998 did not contain a category

⁶ Following a referendum held in June 2004 and subsequent Constitutional amendments, changes in citizenship provisions were enacted in the Irish Nationality and Citizenship Act 2004 which commenced in January 2005. The 2004 Act provides that any person born in Ireland after 1st January 2005 to non-Irish parents will not be entitled to be an Irish citizen unless one of the parents was lawfully resident in Ireland for at least the last four years preceding the child’s birth. (Quinn, 2007)
on racist incidents, nor did it collect data on the ethnic identity of respondents. Emerging official data can be augmented with reference to other data sources including the Equality Authority case work, decisions of the ODEI – The Equality Authority, and NGO sources. The Economic And Social Research Institute for example conducted the first large-scale (3,200 respondents) representative survey of immigrants’ experiences of racism and discrimination in Ireland in 2005.

There is “an increasing awareness of equality,[with] the establishment of the Equality Authority in 1999 and the implementation of equality legislation from the late 1990s – the Employment Equality Acts 1998 to 2007 and the Equal Status Acts 2000 to 2004. These acts have been key to developing a legal, but also social understanding of what discrimination is and much of the research on the subject in Ireland is guided by the nine grounds. The nine grounds on which it is illegal to discriminate in Ireland are: gender; marital status; family status (e.g. pregnant or with children or other dependants); age; disability; race/ skin colour/ ethnic group/ nationality; sexual orientation; religious belief; membership of the Traveller community.” (Russell et al., 2008, p.2)

Quarterly National Household Survey
The 2004 Module of the Quarterly National Household Survey was the first nationally representative survey designed to investigate subjective experience of discrimination across a range of domains and grounds, carried out by the CSO. Nationality and ethnicity were recorded. However there were important omissions including, for example, where membership of the Traveller Community is not specifically recorded as this group is subsumed in the ‘White’ ethnicity category.

The EU Raxen Network has identified the relevant reporting systems in relation to discrimination as: the Equality Authority (EA); the Equality Tribunal; and the National Consultative Committee On Racism and Interculturalism (NCCRI, abolished in 2008, see below). Since the Equal Status Act was introduced, the Equality Authority reports on case files in relation to alleged discrimination on the grounds of "race" or membership of the Traveller community in the area of education; similarly the Equality Tribunal reports on decisions reached on any cases brought to the Tribunal under this legislation.

Diversity Ireland
Diversity Ireland reports that “the Garda Annual Report and the announcement of quarterly crime statistics are the mechanisms through which crime statistics in Ireland are normally presented. Since 2003, statistics on motivation for all headline and non-headline crime have been collected through the Garda PULSE system. The development of a standard definition of a ‘racially motivated crime’ has also helped facilitate data capture.” However, national crime surveys in addition to those produced by the police force are only undertaken from time to time, “either by bodies such as the Economic and Social Research Institute or the Central Statistics Office as part of its quarterly National Household Survey.” There is, therefore, “a challenge to ensure that the information generated is carefully analysed and presented in context.”

National Consultative Committee on Racism and Interculturalism (NCCRI),
The National Consultative Committee on Racism and Interculturalism (NCCRI), which was closed down at the end of December 2008 as a result of Government budget cutbacks operated a voluntary reporting mechanism. This had been established in 2001 to provide a “valuable complementary source of information and analysis of racist incidents”. A report of such incidents was prepared every six months and forwarded to the relevant body with statutory responsibility for responding to such incidents.

E.2.a Employment

Economic and Social Research Institute (ESRI)
The ESRI, in ‘Immigrants at Work: Ethnicity and Nationality in the Irish Labour Market’, reports that the QNHS does not collect information on earnings (by ethnicity): “The QNHS module on discrimination provides a rich source of information on the experience of discrimination, and records ethnicity to allow us to distinguish between the experience of different ethnic groups, both in terms of recorded subjective experience and objective labour market indicators.” However, the Survey does not collect information on earnings by ethnicity, limiting its potential to give a comprehensive picture of minorities’ labour market position.

Department of Enterprise, Trade and Employment (DETE)

National Employment Survey (NES)
The NES collects data on employee earnings, as well as on their employment and occupational profile and details of the workplace. It has special modules on topics such as participation in vocational training, workplace participation and practices. However, only nationality is collected.

An annual survey has been run since 2006 involving 10,000 employers and 100,000 employees. It also however only collects nationality alongside; from employers: number of employees, training provided by employers, pension arrangements for employees, paid hours worked and earnings of a representative sample of employees; and from employees: gender, nationality, education, occupation, employment history, work patterns, pensions arrangements etc.

The Irish Business and Employers Federation does concern itself with social issues. Each of its social partnership agreements has had a particular focus and has contained significant innovations. The most recent ‘Towards 2016’ strategy is based on a framework to address key social challenges which the individual faces at each stage of life. This means a focus on the needs of children, young adults, people of working age, older people and people with disabilities. It does not focus specifically on ethnic minorities.
Table 2: Main data sources and data variables relating to employment and migration

<table>
<thead>
<tr>
<th>Data Sources</th>
<th>Type of source</th>
<th>Population included</th>
<th>Variables identifying the migrant population/ population of migrant background</th>
<th>Key indicators available from dataset</th>
</tr>
</thead>
<tbody>
<tr>
<td>Census</td>
<td>C</td>
<td>Full de facto and usually resident population</td>
<td>Nationality, place of birth, residence a year ago, country of previous residence, ethnicity (since 2006)</td>
<td>Employment status; Employee/self-employed; unemployment; occupation; socio-economic group; industry class; travel to work</td>
</tr>
<tr>
<td>National Employment Survey (NES)</td>
<td>S</td>
<td>Representative sample of employers and employees</td>
<td>Nationality</td>
<td>Occupational status; full/part-time work; hours of work; type of work; absence from work, length of service with current employer; length in workforce; industry and occupation; place of work; place of residence</td>
</tr>
<tr>
<td>QNHS</td>
<td>S</td>
<td>Usual residents of private households (15+)</td>
<td>Nationality; country of birth; year and month when took up residence in Ireland; where person lived a year ago Ethnicity (only Q4 2004)</td>
<td>Educational/vocational qualifications, economic activity, unemployment, occupation and industry, working patterns, hours of work, employment status, travel to work?, socio-economic classifications Occupational attainment (Barrett and Duffy, 2007) Job sharing; Job satisfaction; Job search methods. Equality module (Q4 2004); Module on Union membership (Q4 2002 &amp;1994); Module on Length and Pattern of Working Times (Q2 2001); Work Organisation and Working time (Q2 2004)</td>
</tr>
<tr>
<td>EU SILC</td>
<td>S</td>
<td>Sample of members of private households</td>
<td>Nationality, place of birth</td>
<td>PES; full/part-time; type of work; employment/ unemployment history over previous year; industry and occupation; absence from work; jobsearch</td>
</tr>
<tr>
<td>National Skills database (FAS)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Employment Tribunals</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
**E.2.b Income**

The main source on Incomes, Transfers and Social Benefits is the Quarterly National Household Survey which records income by nationality and country of birth. Table 2 includes the other data sources for this category.

**Table 3: Main data sources on income, transfers and social benefits**

<table>
<thead>
<tr>
<th>Data Sources</th>
<th>Type of source</th>
<th>Population included</th>
<th>Variables identifying the migrant population/ population of migrant background</th>
<th>Key indicators available from dataset</th>
</tr>
</thead>
<tbody>
<tr>
<td>EU-SILC</td>
<td>S</td>
<td>Sample of members of private households</td>
<td>Nationality, place of birth</td>
<td>Sources of income inc. earnings and deprivation indicators; Special module on over-debtvedness and financial exclusion (2008) and deprivation (2009)</td>
</tr>
<tr>
<td>QNHS</td>
<td>S</td>
<td>Usual residents of private households</td>
<td>Nationality; country of birth; year and month when took up residence in Ireland; where person lived a year ago; Ethnicity (only Q4 2004)</td>
<td>Income; pay Equality module (Q4 2004); Pension Provision Module (Q4 2005)</td>
</tr>
<tr>
<td>National Employment Survey</td>
<td>S</td>
<td>Representative sample of employees</td>
<td>Nationality</td>
<td>Earnings</td>
</tr>
</tbody>
</table>

**E.2.c Housing**

The Census includes the key indicators for accommodation and occupancy type as well as the facilities available to residents. Some of these data overlap with that found in the QNHS.

**Table 4: Main data sources on housing and residential patterns**

<table>
<thead>
<tr>
<th>Data Sources</th>
<th>Type of source</th>
<th>Population included</th>
<th>Variables identifying the migrant population/ population of migrant background</th>
<th>Key indicators available from dataset</th>
</tr>
</thead>
<tbody>
<tr>
<td>Census</td>
<td>C</td>
<td>Full de facto and usually resident population counts</td>
<td>Nationality, place of birth, residence a year ago, country of previous residence, ethnicity (since 2006)</td>
<td>Accommodation type, year built; nature of occupancy; number of rooms; facilities</td>
</tr>
<tr>
<td>QNHS</td>
<td>S</td>
<td>Usual residents of private households</td>
<td>Nationality; country of birth; year and month when took up residence in Ireland; where person lived a year ago; Ethnicity (only Q4 2004)</td>
<td>Accommodation type; rent; home improvement Equality module (Q4 2004); Housing module (Q3 2003 &amp; Q3 1998)</td>
</tr>
</tbody>
</table>
**E.2.d Health**

In Ireland’s National Action Plan for Social Inclusion, the only mention of ethnicity arises in a discussion of health services: “A range of health services is being provided for minority groups: An ethnic identifier, to facilitate more evidence-based planning through identification of needs, measurement of uptake of services, and evaluation of outcomes, has been developed and will be rolled out from 2007.” The Department of Health’s Annual Report 2007 makes no mention at all of ethnicity nor nationality despite there being sections on ‘access’ and ‘responsive and appropriate care’.

In ‘Re-Thinking Identity: The Challenge of Diversity’ Zappone notes “the absence of ethnic groups and disabled people from health data monitoring systems in Ireland…There is no simple source of data in terms of young ethnic minority men and health, and in any event it is not seen as a particularly significant issue for young ethnic minority men, primarily because of the young age profile.”

### Table 5: Main data sources on health and access to healthcare

<table>
<thead>
<tr>
<th>Data Sources</th>
<th>Type of source</th>
<th>Population included</th>
<th>Variables identifying the migrant population/population of migrant background</th>
<th>Key indicators available from dataset</th>
</tr>
</thead>
<tbody>
<tr>
<td>Census</td>
<td>C</td>
<td>Full de facto and usually resident population counts</td>
<td>Nationality, place of birth, residence a year ago, country of previous residence, ethnicity (since 2006)</td>
<td>Chronic illness/disability questions; whether unpaid carer</td>
</tr>
<tr>
<td>EU SILC</td>
<td>S</td>
<td>Sample of members of private households</td>
<td>Nationality, place of birth</td>
<td>Perceived health status; chronic illness; private medical insurance; medical card, use of medical services</td>
</tr>
<tr>
<td>QNHS</td>
<td>S</td>
<td>Usual residents of private households</td>
<td>Nationality; country of birth; year and month when took up residence in Ireland; where person lived a year ago Ethnicity (only Q4 2004)</td>
<td>If unable to work due to sickness/disability Equality module (Q4 2004); Health Module (Q3 2001); Chilcare Module (Q1 2005); Disability in the labour force (Q2 2002)</td>
</tr>
<tr>
<td>National Employment Survey</td>
<td>S</td>
<td>Representative sample of employees</td>
<td>Nationality</td>
<td>Reason for working part-time, one possible option being due to disability and illness (asked every 2 years)</td>
</tr>
</tbody>
</table>
E.2.e Education
According to Diversity Ireland, there is at present only “limited availability of data related to pupil/student diversity in the Irish education system beyond enrolment of non-nationals and Travellers at primary and second level.” The body calls for a “broadening of existing statistical and administrative data systems at all levels [in order to] provide a more comprehensive picture of ethnic and cultural diversity within the education system and will assist in the process of benchmarking both individual student and general policy progress.”

Department of Education and Science
The Department of Education and Science, in its ‘Education Trends: Key Indicators on Education in Ireland and Europe’ includes data on ‘Non Irish children aged 1-14 who took up residence in the state in 2001/2002 by usual residence one year previously’ and ‘Number of other-national students in second-level schools in Ireland (excluding PLC students) 2004/05’. However, in the Department’s 2005 ‘Delivering Equality of Opportunity in Schools’ there is no mention of ethnicity, migrant children, nationality etc. This contributes to the fact that “there is a general lack of data in the area of education and ethnic diversity. A post-primary pupil database in Ireland collects information on country of origin, but there is no equivalent primary level database, even though the majority of children from minority ethnic groups are in the primary system. There are, as of 2005, an estimated 6,000 non-English speaking pupils at primary level.” (EU RAXEN Infoportal) This leads the same commentators to conclude that consistent data collection is necessary on the education of minority pupils in order to be able to build up a clear picture of their performance needs. In particular, there is no systematic data collection on incidents of racism or discrimination in schools.

Table 6: Main data sources on education: migration –related variables

<table>
<thead>
<tr>
<th>Data Sources</th>
<th>Type of source</th>
<th>Population included</th>
<th>Variables identifying the migrant population/ population of migrant background</th>
<th>Key indicators available from dataset</th>
</tr>
</thead>
<tbody>
<tr>
<td>Census</td>
<td>C</td>
<td>Full de facto and usually resident population counts</td>
<td>Nationality, place of birth, residence a year ago, country of previous residence, ethnicity (since 2006)</td>
<td>Age ceased full-time education; Highest level of education achieved; subject area of third level qualifications</td>
</tr>
<tr>
<td>QNHS</td>
<td>S</td>
<td>Usual residents of private households</td>
<td>Nationality; country of birth; year and month when took up residence in Ireland; where person lived a year ago Ethnicity (only Q4 2004)</td>
<td>Highest level of education/training achieved; subject studied; current education/training Equality module (Q4 2004); Lifelong Learning Module (Q2 2003); Education Attainment Module (Q2 2005)</td>
</tr>
</tbody>
</table>
### Table 7: Main data sources on political participation: migration-related variables

<table>
<thead>
<tr>
<th>Data Sources</th>
<th>Type of source</th>
<th>Population included</th>
<th>Variables identifying the migrant population/ population of migrant background</th>
<th>Key indicators available from dataset</th>
</tr>
</thead>
<tbody>
<tr>
<td>Census</td>
<td>C</td>
<td>Full de facto and usually resident population counts</td>
<td>Nationality, place of birth, residence a year ago, country of previous residence, ethnicity (since 2006)</td>
<td>Voluntary activities</td>
</tr>
<tr>
<td>QNHS</td>
<td>S</td>
<td>Usual residents of private households (15+)</td>
<td>Nationality; country of birth; year and month when took up residence in Ireland; where person lived a year ago; Ethnicity (only Q4 2004)</td>
<td>Voter registration and participation Module (Q3 2002)</td>
</tr>
<tr>
<td>EU-SILC</td>
<td>S</td>
<td>Sample of members of private households</td>
<td>Nationality, place of birth</td>
<td>Special module on social participation (2006)</td>
</tr>
</tbody>
</table>

## E.2.f Family

## E.2.g Political participation

**Volunteering**

The Taskforce on Active Citizenship in Ireland shows the data gathered in the 2006 survey on active citizenship that included a question on nationality. This allowed the taskforce to draw tentative conclusions on the likelihood of migrants to be engaged in voluntary work etc.
**E.2.h Crime**

Whilst the An Garda Síochána publishes survey findings on perceptions of crime, discrimination and racism in Ireland, its data are neither broad enough in scope nor detailed enough to be particularly useful to researchers. A more useful source in this case is therefore the Quarterly National Household Survey.

<table>
<thead>
<tr>
<th>Data Sources</th>
<th>Type of source</th>
<th>Population included</th>
<th>Variables identifying the migrant population/population of migrant background</th>
<th>Key indicators available from dataset</th>
</tr>
</thead>
<tbody>
<tr>
<td>QNHS</td>
<td>S</td>
<td>Usual residents of private households (15+)</td>
<td>Nationality; country of birth; year and month when took up residence in Ireland; where person lived a year ago; Ethnicity (only Q4 2004)</td>
<td>Equality module in Q4 2004 (experience of discrimination); Crime and victimisation modules Q4 2006, Q4 2003 &amp; Q4 1998</td>
</tr>
</tbody>
</table>

**E.2.i Discrimination**

**F. Accessibility of data**

Recent reports by the National Statistics Board and the CSO stressed the pivotal role of the PPS Number in the development of the statistical potential of administrative data holdings in government departments. The CRS however presents important limitations at the moment. A recent assessment by the CSO indeed noted that data transfer from paper to computer was often incomplete, and the information flow between data systems unsatisfactory. This could nevertheless be solved by the reforms currently being introduced. The potential of CRS for migration measurement is considerably limited by the privacy laws preventing the dissemination of much of the PPS information. Finally, the absence of a procedure of de-registration makes the data unreliable sources of information on stocks of migrants.

The National Statistics Board on administrative and survey data sources (2003, 32) looked at key disaggregation variables, with the authors noting that “At an individual data source level, there are many data sources missing key disaggregation variables […] Nationality is available in only one-third of the data sources, an absence which makes it difficult to analyse changes in Irish society arising from recent high levels of immigration.’ ‘[…] there are currently very few data sources which have race/ethnicity, sexual orientation, or religious belief distinguished, and only a relatively small number with information on the traveller community or the disabled”

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7 Although this can be to a certain extent mitigated by the possibility of looking at whether people assigned PPSNs be still in employment activity a few years after registration. (see CSO, 2007a
It is also important to emphasize that even where equality data are collected, they are not necessarily published, and even if published, not necessarily easily available to potential users (Working group on Equality Proofing, 2008, p.10).

G. Quality and scope of data collection.

The relative absence of data in between censuses has been acknowledged as presenting a difficulty to policy-makers at national and local levels.

An example of concern at local level is to be found in the County of Dún Laoghaire-Rathdown’s Anti-Racism and Diversity Plan 2007 – 2010 which notes “we know little about [asylum seekers, refugees and persons with leave to remain] social conditions, economic circumstances, access to services, and experiences of racism and discrimination.”

Even within the national government these data gaps are noted with concern, like in the Department of the Taoiseach’s document ‘Building an Inclusive Society - Review of the National Anti Poverty Strategy under the Programme for Prosperity and Fairness’ where it states “Very little quantitative information is available about the socioeconomic situation of foreign-born residents in Ireland. It is not possible, therefore, to define specific targets for this group as a whole or for a particular ethnic group at this stage.”

The ESRI (2008) suggests that “in order to continually reassess the role of ethnicity in the Irish labour market and how it develops over time; ethnicity should be recorded continuously as part of the Quarterly National Household Survey. The same consideration applies to nationality, immigration, and among migrants, duration of residence in Ireland. In addition, it would be beneficial to collect wage data in the QNHS, even on an occasional basis, as in the British labour force survey. This would allow a comparison of the wages of immigrants and ethnic minorities with those of the majority Irish population. The EU-SILC data provides useful data on wages but the migrant sample is very small. Given the importance of language ability in labour market outcomes, it would also be very useful to collect data on language ability of immigrants from such an ongoing large sample as the QNHS.”

The NGO Alliance (2005) was more critical of the data collection situation in Ireland and argued that the “lack of any serious effort to gather adequate data on what Black and minority ethnic groups there are in Ireland, how many members of them there are, and what their needs are, has lead the NCCRI to conclude that the current available range of data sources is an indicator “of the low or uneven priority that has characterised policy responses to the needs of Black and minority ethnic groups in Ireland.”

The Department of Social and Family Affairs, for example, in its Statistical Information on Social Welfare Services 2007, makes no reference to ethnicity in any of the statistics. Overall, ethnicity has not been a mainstreamed concern in Ireland for public authorities, nor an automatic consideration. This needs to first be
addressed to give a platform for necessity of data/stats collection. Various bodies who are trying to monitor ethnic relations etc are very cynical about scope of data collection and make similar recommendations for the most crucial data gaps that need to be filled.

Visa: The range and quality of the statistics produced should be enhanced with the introduction of the new system, as well as the accessibility to aggregate statistics with the extension of the Freedom of Information (FOI) rule to immigration decisions.

H. Recommendations

ESRI
The ESRI (2008) recommendations merit repetition here. They suggest:

“in order to continually reassess the role of ethnicity in the Irish labour market and how it develops over time; ethnicity should be recorded continuously as part of the Quarterly National Household Survey. The same consideration applies to nationality, immigration, and among migrants, duration of residence in Ireland. In addition, it would be beneficial to collect wage data in the QNHS, even on an occasional basis, as in the British labour force survey. This would allow a comparison of the wages of immigrants and ethnic minorities with those of the majority Irish population. The EU-SILC data provides useful data on wages but the migrant sample is very small. Given the importance of language ability in labour market outcomes, it would also be very useful to collect data on language ability of immigrants from such an ongoing large sample as the QNHS”

Irish Naturalisation and Immigration Service

Asylum and Immigration Strategic Integration Programme
A new system is currently being developed that will eventually replace all the current systems in use throughout INIS. This new system is called the Asylum and Immigration Strategic Integration Programme (AISIP). It will integrate the current existing systems (ORAC, RAT, MDU, Repatriation, RIA, Citizenship, General Immigration), with the exception of the Visa and the GNIB databases. Links should however be provided to the GNIB records, the new visa system and the new Automated Fingerprinting system (AFIS)\(^8\). As well as allowing an integrated view of the applicants across INIS and facilitating the decision-making process, the new AISIP system should considerably facilitate improved reporting and data production.

Data coverage would be improved by a system of ethnic data collection in areas such as employment, education, health and housing as a necessary starting point in assessing ethnic minority status, needs and designing integration policies. A formal data/statistics strategy in each Government department is necessary as stipulated in the report of the National Statistics Board that includes a focus on cultural diversity. A

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\(^8\) The Automated Fingerprinting system (AFIS), developed in conjunction with the An Garda Síochána, was launched in late 2007. It will be progressively rolled out in phases in 2008.
A comprehensive and integrated data strategy is needed for racist incidents which incorporates Garda crime statistics as well as national crime surveys and new complementary reporting mechanisms.
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