

# **Analytical Report on Education**

## **National Focal Point for IRELAND**

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# 1. Executive Summary

The increasing diversity of Irish society has provided a context for significant developments in the field of education in recent years. However this context has also become associated with a number of challenges facing the Irish education system. The aim of this report is to give a descriptive summary of the current situation on the national level, major activities and recent developments, their causes and consequences, and to provide an analysis of direct and indirect discrimination. Consequently this report is divided into four main sections: legislation and policies, existing data sources, analysis of discrimination, and strategies, initiatives and good practice in combating racism.

The first section of this report examines legislative and policy developments, which have involved both general anti-discrimination strategies as well as initiatives which are specifically targeted at education. The most important developments in the education sector have included the White Paper on Education in 1995 and the report of the Task Force on the Traveller Community. Other developments relevant to promoting diversity in education include the Refugee Act 1996, the Universities Act 1997, the Education Act 1998, the Education (Welfare) Act 2000, the White Paper on Adult Education (2000), the National Children's Strategy (2000), and the forthcoming National Action Plan against Racism (NPAR).

Ireland has developed a strong anti-discrimination legislative framework. This framework includes the Employment Equality Act 1998 and the Equal Status Act 2000. Measures to fully implement the EU 'Race' Directive are ongoing. The importance of these developments is reflected in the monitoring mechanisms that have been established including the Equality Authority and the Equality Tribunal.

The second section of this report looks at existing data sources with regard to the education system. There are significant deficiencies with regard the collection of data on the experiences of black and minority ethnic groups including the Traveller community<sup>1</sup> in the Irish education system. Data, where it exists, is focused on enrolment and does not follow the progression of minority children through the education system or educational outcomes.

There are a number of provisions within the system for the needs of minority ethnic groups, these include additional teachers, curriculum development and training initiatives for teachers. However studies and reports have shown that these measures are at a relatively early stage and need to be expanded and diversified in order to facilitate the needs of an increasingly intercultural society.

Evidence of both direct and indirect discrimination in the education system is limited, as demonstrated by the number of legal cases, because of the newness of anti-discrimination legislation in Ireland.

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<sup>1</sup> Hereafter the term 'minority ethnic groups' shall be used in reference to black and minority ethnic groups including the Traveller community.

The third section of this report provides an analysis of the different forms of racism in Ireland. Members of the Traveller community are one of the most vulnerable groups in the education system, and there is evidence which suggests that recent attention and initiatives have only partially succeeded in improving the position of Traveller community in the education system. Problems have been identified with both attendance and progression at second level, though there has been some improvements in attendance at primary level.

While black-Irish and other minority ethnic groups with residency rights in the State do not face the same problems of access as asylum seekers,<sup>2</sup> there is increasing evidence that all minority ethnic groups are suffering racism in the education system. Significant data does not exist to rigorously assess participation and outcomes from education provision, however qualitative research and anecdotal evidence has demonstrated many of the problems facing minority ethnic groups in all levels of the education system.

Despite existing diversity in Ireland it has been with the advent of increased ethnic diversity in Ireland, as a result of inward migration, that government attention has begun to focus on the education. Consequently there have been a range of strategies, initiatives and good practice developed over the last few years, which have sought to account for diversity in Irish society.

The fourth section of this report details the strategies, initiatives and examples of good practice which have been developed in Ireland. From a policy perspective the Department of Education and Science is involved in developing a number of tools to combat racism, and promote interculturalism in education. These initiatives include additional resources and information for schools on asylum seekers, and guidelines on Traveller education for both primary and secondary schools. Other ongoing initiatives include the development of guidelines on intercultural education, drafting of a code of practice for schools, and the 'Know Racism' Awareness Programme. In addition the ambition of facilitating intercultural education has been included in the new social partnership agreement entitled 'Sustaining Progress' and in the development of a NPAR.

Specialised and expert bodies such as the NCCRI and the Equality Authority, and non governmental organisations have played a key role in the development of initiatives and strategies to promote interculturalism and combat racism. Initiatives have included the development of guidelines and resources for schools. Youth organisations have also taken on a leading role in promoting intercultural education. Traveller organisations have developed tools specifically targeting children from the Travellers. Refugee organisations are promoting and providing information on the rights of asylum seekers, as well as developing tools to address the needs of adult asylum seekers and refugees. There have also been a variety of initiatives aimed at promoting discussion and consideration of the issue of racism in education including conferences, working groups and research projects.

Given the vibrant nature of the debate on racism and education in Ireland it is not surprising that a variety of recommendations and suggestions have emerged. Recommendations can be broadly discussed across three broad categories. The first category of recommendations are those which focus on the need to promote a holistic

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<sup>2</sup> For asylum seekers access to education is limited to primary and second level and language support at adult education level where available.

approach to intercultural education in Ireland. Second are those recommendations which highlight existing problems of discrimination. Third there are those recommendations which recognise the urgent need to address the lack of data on minority ethnic groups in the education system.

Discrimination in the education system is often a reflection of the influence and importance of other aspects of society including citizenship rights, such as in the case of asylum seekers, and socio-economic disadvantage as demonstrated by the experience of the Traveller community. Hence despite growing commitment to the principles of interculturalism, discrimination and racism in the education system cannot be addressed in isolation.

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### 3. Abbreviations

ASTI	Association of Secondary Schools in Ireland
CDU	Curriculum Development Unit
CERD	Convention on the Elimination of All Forms of Racial Discrimination
CSO	Central Statistics Office
CTA	Common Travel Agreement
ECRI	European Commission against Racism and Intolerance
FAS	Foras Áiseanna Saothair
IATSE	Irish Association of Teachers in Special Education
IILT	Integrate Ireland Language and Training Project
INTO	Irish National Teachers Organisation
IRC	Irish Refugee Council
ITM	Irish Travellers Movement
IVEA	Irish Vocational Education Association
NALA	National Adult Literacy Agency
NPAR	National Action Plan against Racism
NAPS	National Anti-Poverty Strategy
NASC	Immigrant Information Centre in Cork
NCCA	National Council for Curriculum and Assessment
NCCRI	National Consultative Committee on Racism and Interculturalism
NCDE	National Council for Development Education
NCGE	National Centre for Guidance in Education
NDP	National Development Programme
ODEI	Equality Tribunal
OECD	Organisation for Economic Cooperation and Development
RIA	Reception and Integration Agency
RTT	Resource Teacher for Travellers
SMI	Strategic Management Initiative
SSCR	Social Science research Centre, University College Dublin
TUI	Teachers Union of Ireland
VEC	Vocational Education Committee
VTS	Visiting Teacher Service
VTT	Visiting Teacher for Travellers
YARD	Youth Action against Racism and Discrimination

## 4. Glossary

<b>National Minority Traveller community:</b>	The term national minority is not legally defined in Irish law, though the State recognises the special position of Ireland's Traveller community. <sup>3</sup> According to the Equal Status Act, 2002, Traveller community means the community of people who are commonly called Travellers and who are identified (both by themselves and others) as people with a shared history, culture and traditions including, historically, a nomadic way of life on the island of Ireland.
<b>Refugee:</b>	According to the Refugee Act, 1996: a refugee means 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. An asylum seeker is a person who has applied for refugee status.
<b>Migrant Worker:</b>	The term migrant worker is taken in this report to mean any person who leaves home in order to seek a better standard of living. This report recognises that the term is applicable to those persons who move within their own country or across international borders, though the latter has greatest relevance to the material contained in this report.
<b>Discrimination:</b>	Direct discrimination occurs when a person is treated less favourable than another, in similar circumstances, because of his or her 'race', ethnicity, national origins, nationality or colour. Indirect discrimination is about practices or policies, which seem fair at first sight, but which in effect, either intentionally or more often un-intentionally result in discrimination against some minority ethnic group or groups. <sup>4</sup>
<b>Racism:</b>	In the Irish context racism is can be summarised as a specific form of discrimination based on skin colour and ethnicity, which deprives people of their basic human rights and denies people of their human dignity and respect. Institutional racism happens when the practices, policies and attitudes of institutions result in the systematic exclusion of some minority groups, either consciously or unconsciously. <sup>5</sup>
<b>Intercultural Education:</b>	In a White Paper on Adult Education the Department of Education and Science defined Intercultural education as: 'The need to frame education policy and practice in the context of serving a diverse population as opposed to a uniform one, and the development of the curricula, materials, training and in service, modes of assessment and delivery methods which accept such diversity as the norm.'

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<sup>3</sup> Ireland (2001), Report Submitted by Ireland Pursuant to Article 25, Paragraph 1 of the Framework Convention for the Protection of National Minorities, p. 5. [PUBIE0129]

<sup>4</sup> NCCRI (2001) Guidelines on Anti-Racism and Intercultural Training, Dublin: NCCRI, p. 5. [PUBIE0135]

<sup>5</sup> NCCRI (2001) *ibid.*, p. 5. [PUBIE0135]

## 5. Introduction

Education can play a key role in promoting a respect for personal dignity and that of others, positive attitudes towards other cultures and ethnic groups, a commitment to the democratic process, and an awareness of the rights and responsibilities of citizenship.<sup>6</sup> The increasing diversity of Irish society has provided a context for significant developments in the field of education in recent years. However this context has also become associated with a number of core challenges facing the Irish education system.

Building on the report completed under RAXEN 3, this report involved a review of new and existing studies and resources, including academic papers, government policy documents, NGO reports, media, web sites and other data sources. It also draws on contacts with some of those working in the field of intercultural education. The organisation codes from the RAXEN mapping exercise have been added to the relevant footnotes, these codes appear in square brackets.

The analysis contained in this report relies on the theoretical framework of the concept of 'interculturalism'; an intercultural approach believes that the culture of the minority group is important and requires recognition and acceptance. The concept of Interculturalism has evolved over time and is now replacing earlier concepts such as policies based on assimilation and multiculturalism. The assimilationist approach viewed ethnic diversity as divisive and promoted the absorption of minorities into the dominant culture. The multicultural approach marked an important progression and acknowledged the importance of recognising different cultures, however it has been criticised for continuing to advocate that it is up to minorities to change. Intercultural approaches are increasingly being applied to policy areas in Ireland, particularly in relation to education policy.

Though instances of anti-Semitism and Islamophobia have been recorded in recent years, there is no evidence to suggest these forms of discrimination represent a systemic form of racism in Irish society. As such it is not possible to structure this report in a manner which recognises these forms of discrimination as distinct from racism and prejudice suffered by other minority ethnic groups in Ireland.

This report has been broken down into four main parts. The first examines legislation and policy in the area of education which is of relevance to racism and interculturalism. The second details existing data and sources in the education sector. The third part provides a discussion of experiences of racism and discrimination in the Irish education system. The final part highlights the increasing body of best practice in Ireland. The report concludes with a brief overview of key recommendations aimed at facilitating a broadly intercultural education system.

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<sup>6</sup> Ireland, Department of Education and Science (2002) Promoting Anti Racism and Interculturalism. Draft Recommendations, 'Towards a National Action Plan Against Racism'. [PUBIE0071]

## 6. Legislation and Policies

### 6.1. DIVERSITY IN EDUCATION

Over the last decade there has been significant policy progress with regard to accommodating cultural diversity in the education system, although these are at a relatively early stage of development. This section will attempt to elucidate key areas in a broadly chronological approach, thus encompassing both general initiatives and those targeted specifically at the Traveller community.

The White Paper on Education (1995) has been the most significant public statement on education policy in recent years, and a key focus for the revision and restatement of vision of the Irish education system. The White Paper highlights concerns about a resurgence of racism and xenophobia, and stressed that educational policy should be framed in terms of, ‘human rights, tolerance and respect/understanding for cultural identity’.<sup>7</sup>

In line with its commitment to improving the situation of Ireland’s Traveller community, the Government set up the Task Force on the Travelling Community in 1993. The report of the Task Force contained 341 recommendations on a variety of issues. In particular the report recommended that anti-racism and intercultural curricula should be implemented, and that this ethos should underpin policy and practice. The report also recommended the establishment of a Traveller Education Unit within the Department of Education and Science. In 1998, the Committee to Monitor and Co-ordinate the Implementation of the Recommendations of the Task Force on the Travelling Community was convened. The forthcoming second Monitoring Committee Report (2002) is expected to be critical of the pace of progress in the area of education, and urged speedier implementation of the Task Force recommendations.

The Refugee Act, 1996, states that refugees shall ‘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 and shall have the same freedom to practice his or her religion and the same freedom as regards the religious education of his or her children as an Irish citizen’. This is a commitment which Ireland has made as a signatory to the 1951 Geneva Convention.

The Universities Act, 1997 contains an aspirational posit that the governing authority of a university shall ‘respect the diversity of values, beliefs and traditions in Irish society’. The government is currently completing an audit of university diversity policies in line with the provisions of the 1997 Act. However there is no equivalent legislation for the Institutes of Technology; the Regional Technical Colleges Act, 1992 refers only to gender equality. The National Qualifications Authority of Ireland Act, 1999 states that providers of education and training should ‘promote diversity’.

The Education Act, 1998 was enacted to make provision for the education of every person in the state and to ensure respect for diversity. In specific sections of the act the

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<sup>7</sup> Ireland, Department of Education and Science (1995) White Paper on Education, Charting our Education Future, p. 212. [PUBIE0069]

term ‘diversity’ is applied to the established ethos and traditions of (denominational) schools, and the place of the Irish and English languages in the school system. However, ‘diversity’ within the Act is not restricted by an explicit definition and in the light of other policies and the equality legislation, the understanding of the term can be broadened.<sup>8</sup>

The White Paper on Early Childhood Education, 1999 reiterated the need for consultations with Traveller organisations on a range of issues affecting pre-school provision for Travellers. However it does not contain any explicit commitment to incorporate anti-bias, anti-racism or respect for diversity into early childhood education.

An intercultural approach is encouraged in the Revised Primary School Curriculum (1999). This document states that ‘the curriculum has particular responsibility in promoting tolerance and respect for diversity in both the school and the community’.

A Green Paper on Adult Education was published in November 1998 and followed by the White Paper in 2000. The White Paper reiterated a commitment to ‘promote quality of access, participation and outcome for participants in adult education, with pro-active strategies to counteract barriers arising from differences of socio-economic status, gender, ethnicity and disability’.

A key objective of the National Children’s Strategy (2000) is that ‘children will be educated and supported to value social and cultural diversity so that all children including Travellers and other marginalised groups achieve their full potential’. The strategy recommends:

- a whole school approach to interculturalism and anti-racism
- the recognition of diversity in all policy and service delivery
- English language tuition for children whose mother tongues are other than English
- provision for unaccompanied children to be in line with best international practice
- implementation of the Task Force Report on Travellers.<sup>9</sup>

Under the terms of the Education Welfare Act, 2000 schools are obliged to have written codes of practice, which must honour the provisions of the Equal Status Act, 2000 (see below). This provides an education-specific legal basis for anti-racism and intercultural policies and codes of practice. In its ‘Guidelines for Primary Schools’, the Department of Education and Science states that in developing a school plan, individual schools may wish to consider ‘the acceptance of diversity among people’.

In November 2002 the Minister for Education and Science recognised that interculturalism is:

about realising that ‘one size does not fit all’ that we must plan to welcome diversity and to cater for it, and in doing so we will benefit from the process. It is also about promoting

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<sup>8</sup> Ireland, Education Act, 1998, available at: available at [www.gov.ie](http://www.gov.ie) (12.07.2003). [PUBIE0076]

<sup>9</sup> Ireland, Department of Health and Children (2002) National Children’s Strategy, Our Children – Their Lives. [PUBIE0074]

equality and providing positive actions to combat the barriers groups face in accessing and benefiting from education.<sup>10</sup>

In preparing its submission to the forthcoming National Action Plan against Racism (NPAR)<sup>11</sup> the Department of Education and Science launched a national consultation, which resulted in a far-reaching outcome document entitled 'Promoting Anti-Racism and Interculturalism in Education'. Underlying the report is the assumption that there are distinct and cultural patterns which must be respected and reflected in an educational context, and in a systemic and inclusive way which caters for diversity as the norm.<sup>12</sup>

## **6.2. ANTI-DISCRIMINATION**

The Employment Equality Act, 1998 prohibits discrimination in relation to employment on nine distinct grounds: gender, marital status, family status, sexual orientation, religion, age, disability, race and membership of the Traveller community. The legislation applies to public and private sector employment and consequently has applicability to employment in the Education sector.

The Equal Status Act, 2000, prohibits discrimination in the provision of goods, services, disposal of property and access to education, on any of the nine grounds referred to under the Employment Equality Act 1998. Provisions within the Equal Status Act, 2000 cover all educational institutions. While there are certain exemptions, the basic premise is that educational institutions should not discriminate in terms of admission, access, terms or conditions, and expulsion.

In accordance with Article 13 of the Treaty of the European Union, Council Directive 2000/43/EC adopted on 29 June 2000 prohibits racial and ethnic discrimination in employment, education, social security and healthcare, access to goods and services and housing. The Irish government intends to fully implement this directive by the end of 2003, however this fails to meet the deadline of 19 July 2003 as set down by the EU.

Ireland is party to the Convention for the Protection of Human Rights and Fundamental Freedoms, and is subject to the the first protocol, article two of which states:

No person shall be denied the right to education. In the exercise of any functions it assumes in relation to education and to teaching, the State shall respect the right of parents to ensure education and teaching in conformity with their own religious and philosophical convictions.<sup>13</sup>

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<sup>10</sup> Conference in Malahide, Dublin, 2002.

<sup>11</sup> The NPAR arises from commitments generated at the World Conference Against Racism in Durban, 2001.

<sup>12</sup> Ireland, Department of Education and Science (2002) Promoting Anti Racism and Interculturalism. Draft Recommendations, 'Towards a National Action Plan Against Racism'. [PUBIE0072]

<sup>13</sup> There has not, to date, been any judgements by the European Court of Human Rights which are relevant to this report, see <http://www.echr.coe.int/Eng/Judgments.htm> (22.07.03).

### **6.3. MONITORING SYSTEMS**

The Equality Authority has statutory powers and responsible for overseeing and monitoring legislation, including the Employment Equality Act, 1998 and the Equal Status Act, 2000. Moreover, the Equality Authority has a public information role, is responsible for mainstreaming equality and initiating equality actions throughout the state.

The Employment Equality Act established the Equality Tribunal, a quasi-judicial body that appoints Equality Officers to hear and decide claims of discrimination in employment under equality legislation.

The Ombudsman's Office was set up in 1984 to examine complaints from members of the public who feel that they have been unfairly treated in their dealings with public bodies. The Ombudsman has extensive powers in law. She can demand any information, document or file from a body complained of and can require any official to give information about a complaint. The Ombudsman has no power to force a body to accept or act upon her recommendation. However if it does not, she may find it necessary to make a report on the matter to Parliament.<sup>14</sup>

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<sup>14</sup> Further details is available at: [www.ombudsman.gov.ie](http://www.ombudsman.gov.ie).

## **7. Existing Data Sources**

### **7.1. MEASURING SCHOOL STANDARDS BY GEOGRAPHICAL AREA**

The Statistical Report published by the Department of Education and Science in 2002,<sup>15</sup> contains a break down of national and secondary schools by county. The data contained in this report does not refer to school standards. According to a recent article in the Irish Times the outgoing Information Commissioner overturned a decision not to release school inspection reports. Such reports are not yet available and this issue has remained a controversial one.<sup>16</sup>

According to the Statistical Report, of a total of 40 pre-school programmes in the country, 26 are located in the Dublin area, while 14 are located in the rest of the country. 1,038 children attend such programme in Dublin, while 579 attend programmes in other parts of the country. 112,571 children attend primary school in the Dublin region, while attendance for the rest of the country totals 326, 989. There are 409 ordinary primary schools in Dublin and 52 special schools, while in the rest of the country there are 2,752 primary schools and 73 special schools.

There are 186 secondary schools in the Dublin area and 565 in the rest of the country. 27% of the 345,384 secondary pupils attend schools in Dublin.

### **7.2. SPECIAL CLASSES AND TRAINING**

The policy of 'special' or separate classes for minority ethnic groups has been recognised as problematic in the Irish context; the government has moved away from separating minority ethnic communities, focusing instead on an intercultural approach to mainstream education. Traveller children are provided with additional or 'resource' teachers in order to support them outside of the general class room environment. There has been some concern from Traveller organisation that withdrawal of Traveller children from class to receive this support has the potential to become *de facto* segregation.

There are approximately 28 Traveller Training workshops around the country whose aims are to provide vocational training for those who drop out of second level education. There are four Junior Traveller Training Centres for children aged 12 to 15 years old. A grant of €254 per pupil is provided to cover overhead costs. Teaching resources are provided by the Vocational Education Committees (VEC). There are 24 Senior Traveller Training Centres which aim to provide an integrated programme of general education, vocational training and guidance/counselling/psychological services for 769 individuals annually in the 15 plus age group. Trainees are paid an allowance and there is no upper age limit on participants.

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<sup>15</sup> Department of Education and Science (2002), 2000/2001 Statistical Report, pp. 25-26, 39, 46.

<sup>16</sup> Holmquist, K. (2003) School League Tables Closer following Ruling, in: The Irish Times, (03.05.2003).

Additional teaching and non-pay resources are provided to schools at primary and second level schools to cater for the needs of pupils for whom English is not the mother tongue. Language support is provided for up to two years by language support teachers who withdraw children from mainstream classes to tutor them in English. There are currently 217 language support teachers in 171 primary school in the State and 157 such posts in more than 136 secondary schools.<sup>17</sup>

## **7.3. PRIMARY AND SECONDARY EDUCATION**

### **7.3.1. Pre-school**

The Traveller pre-schools emerged in the mid-1980s from community initiatives among Traveller parents and others determined to raise the education standards among the Traveller community. The pre-schools have received support from Government departments, statutory agencies and charitable bodies. By the school year 1999/2000, there were 52 pre-schools with just over 530 pupils. Annual expenditure on this service is in excess of €1million.<sup>18</sup> The scheme impacts 136 schools facilitating approximately 1330 pupils.<sup>19</sup>

Data is not available in relation to non-national attendance at pre-schools.<sup>20</sup>

### **7.3.2. Primary**

Figures show that there are 4,464 Traveller children under twelve years of age and 776 over thirteen years of age, enrolled in primary education in Ireland. Approximately 4,600 of these children attend ordinary primary schools.<sup>21</sup> According to the Department of Education and Science there are 443 Resource Teachers available to children from the travelling community in 404 primary schools. A special capitation rate of €249.50 is paid in respect of children under 12 years. The rate for older children is €472.34. 42 Visiting Teachers deliver a nationwide service to both primary and second level pupils.<sup>22</sup> Despite significant enrolment in the primary system figures demonstrate poor progression of

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<sup>17</sup> Haughey, N. (2003) A society seeing an education in integration, in: *The Irish Times* (25.02.2003). [PUBIE0143]

<sup>18</sup> Ireland, Department of Education and Science, Summary of All Initiatives Funded by the Department to help Alleviate Educational Disadvantage. An evaluation of Traveller pre-schools conducted by the Education and Science Inspectorate in 2000 was published in April 2003. The evaluation was conducted in 23 of the 52 pre-schools funded by the Department of Education and Science at the time of the evaluation. This report made number of significant recommendations in the areas of management, administration, accommodation, funding, staff and training, teaching, and making links.

<sup>19</sup> Ireland, Department of Education and Science, *ibid.*

<sup>20</sup> The use of the category 'non-national' by the Department of Education and Science is problematic. It identifies nationality, which is useful, but does not collect data on ethnicity. As such ethnic groups such as the Roma and Kurds are statistically invisible from the present data collection system. This approach parallels the collection of data in the Census of population 2002.

<sup>21</sup> Ireland, Department of Education and Science, *ibid.*

<sup>22</sup> Ireland, Department of Education and Science, *ibid.*

children from the primary to the secondary sector (Table 1: Percentage progression amongst the Traveller community from primary to secondary education).

There are no figures for the number of non-national children in primary school,<sup>23</sup> however according to the RIA there are 359 children from asylum seeking families in the 5-12 years age category (figures as of the end of April 2003).

### **7.3.3. Secondary**

The achievement of Traveller pupils has not advanced as quickly as had been expected and attendance remains poor. Information on Traveller children in secondary education is broken down according to whether a school is applying for support. In 2002 there was 921 Travellers in second level education, representing approximately 0.3% of the total student population. In addition a small percentage of children age 12 to 15 years attend Junior Traveller Training Centres.

The Department of Education and Science provides details of non-national enrolment in secondary education. The total number of non-nationals in second level education on 30 September 2001<sup>24</sup> was 9,390 representing 2.75% of total second level students in Ireland, with students from more than 160 countries attending primary and post-primary schools throughout the State'.<sup>25</sup> Table 2 (Top five nationalities amongst non-national students in secondary education in Ireland) shows that three of the numerically top five nationalities in Irish education second level are EU countries, in particular the United Kingdom accounts for 35% of all non national students at this level. In terms of non-EU students at second level, Nigeria is the most significant nationality followed by the United States and South Africa. Nigeria and Romania are among the numerically top three countries of origin for asylum seekers in Ireland and the remaining countries in the top seven figure highly in the country of origin of migrant workers in Ireland.

According to the RIA there are currently 275 children from asylum seeking families in the 13-18 age category, though not all of these are in the secondary education system (figures as of the end of April 2003). Exact figures on secondary schools attendance, for children from asylum seeking families are not available.

## **7.4. ADULT EDUCATION**

Senior Travelling Training Centres provide a programme of integrated general education, vocational training and work experience and guidance services for some 769 Travellers annually in the 15+ age group. Spending in 2002 was estimated at €12.849million.<sup>26</sup> There is significantly greater participation in community development and adult education courses organised by national Traveller organisations and by local Traveller

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<sup>23</sup> Haughey, N (2003) *ibid.* [PUBIE0142]

<sup>24</sup> Figures for the academic year 2002/2003 are not yet available.

<sup>25</sup> Haughey, N. (2003) *New classroom guidelines*, in: *The Irish Times* (25.02.2003). [PUBIE0144]

<sup>26</sup> Ireland, Department of Education and Science, *ibid.*

support groups. These courses have been particularly important in building a strong Traveller leadership in Ireland.

Asylum seekers have free access to adult literacy and English language classes. Recent figures show that over 3,200 are availing of this facility at present. However they are only entitled to attend VEC language training for four hours a week, compared to the 20 hours refugees are entitled to through the Integrate Ireland Language and Training Ltd (IILT). The standard and availability of training depend on the region.<sup>27</sup> In 2002 a total of 399 refugees attended the IILT general English Course (Table 5: Participants on general English courses 2002, by age and gender). At the end of 2002 there were 159 names on the waiting list at the IILT, 36% female and 64% male. The nationalities most frequently represented were Romanian, Congolese and Iraqi, with 22 other nationalities also represented.<sup>28</sup>

## 7.5. HIGHER EDUCATION

Participation rates in higher education by members of the Traveller community are very low; out of a total of approximately 28,000 Travellers in Ireland only five participated in third level education in 1998.<sup>29</sup> According to the ECRI 2001 report only 20 Travellers 'are involved in tertiary education'.<sup>30</sup>

Many third level institutions actively recruit students from both within and outside the European Union. Table 3 (Origin of non-national third level students) highlights the origin of third level students in Ireland. It shows that North America and Europe account for 85.5% of all the foreign students in Ireland.

In line with regulations applying to other non-EU nationals, access to third-level education for asylum seekers is on the basis of payment of the economic fee and there is no entitlement to maintenance grants. Once an asylum seeker is granted refugee status or humanitarian leave to remain, s/he is entitled to State-funded adult education on the same basis as an Irish citizen, and is eligible on the same basis as Irish students for third level student support grants. Attendance figures for asylum seekers and refugees are not available though they are widely assumed to be very low.

## 7.6. TRAINING FOR TEACHERS

According to the Irish Association of Teachers in Special Education (IATSE),

one of the aims of intercultural education, stated in the recent Information Booklet on Asylum Seekers which was issued to schools, is: "To provide teachers with

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<sup>27</sup> Irish Refugee Council (2002), Fact Sheet on Adult Education and Training for Asylum Seekers (3 June 2002), available at: [www.irishrefugeecouncil.ie](http://www.irishrefugeecouncil.ie) (18.07.02). [PUBIE0077]

<sup>28</sup> IILT (2002), Report on Activities. [PUBIE0066]

<sup>29</sup> Higher Education Equality Unit (1999), Doing it Differently! Addressing Racism and Discrimination Against Members of Minority Ethnic Groups in Higher Education in Ireland, p. 7. [PUBIE0012]

<sup>30</sup> ECRI (2001), Second Report on Ireland, p. 21.

additional professional skills so that they can work effectively in classes where the young people are from culturally and ethnically mixed background” (p. 12). This provision is simply not being made... This report recommends that a review of pre-service training should be undertaken to accommodate an intercultural perspective in all aspects of teacher training, further it is crucial that training be delivered as post-graduate level.<sup>31</sup>

IILT provides training on an ongoing basis for teachers involved with non-national pupils. According to its 2002 Report on Activities 165 teachers attended primary in-service seminar from January-June 2002, from 145 schools, and 213 teachers attended from 180 schools, from September-December. A seminar was held on 23/24 October 2002 which was attended by 42 teachers from 36 schools. In addition the IILT organised a two-hour presentation to undergraduate and postgraduate trainee primary teachers at the Marino Institute of Education, to raise awareness of issues associated with non-English speaking students. A similar presentation was made in St. Patrick’s College, Drumcondra in early 2003.<sup>32</sup>

## **7.7. TEACHERS IN MULTICULTURAL SCHOOLS**

As there is no formal distinction between multicultural and non-multicultural schools data is not readily available comparing the qualifications and salary levels of teachers in these schools.

The Department of Education and Science has responded to cultural diversity by providing additional resources, including teaching hours and capitation grants to primary and second level schools with a multicultural student body.

## **7.8. COMPLAINTS**

As complaints relating to individual schools are generally made to the school’s Board of Management, there is no overall system for recording complaints within the education system.

In 2002 the Equality Authority dealt with 40 cases in the Education area, of which seven invoked the race ground and 4 involved members of the Traveller community.<sup>33</sup> There have been a number of high profile cases regarding the access of Traveller children to schools.<sup>34</sup>

The legal review of the Equality Authority 2002 does not refer to any cases of discrimination in the education system on the basis of race or membership of the

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<sup>31</sup> IATSE (2001), Education for a Pluralist Society: The Direction of Intercultural Education, pp. 6-7. [PUBIE0065]

<sup>32</sup> IILT, *ibid.* [PUBIE0066]

<sup>33</sup> Equality Authority, Annual Report 2002, p.39. [PUBIE0062] It should be noted that these are instances of casework by the Equality Authority and consequently do not necessarily refer to legal cases. [NFPIE0033]

<sup>34</sup> Holmquist, K. (2003a) Making a Case for Equality in Education, in: The Irish Times.

Traveller community, though it has heard one case relevant to race and education.<sup>35</sup> The following decision was issued on 28 May 2003:

The complainants state that they separately applied for maintenance grants from their local Vocational Education Committees under the Department of Education and Science's Post Leaving Certificate Maintenance Grant Scheme but were refused because they did not hold EU nationality or have official refugee status. The complainants maintain that they were refused these grants because of their race. The respondents totally rejected that they deliberately discriminated against the complainants and pointed to the fact that they were both deemed ineligible for a grant under a "nationality" clause which had been part of the scheme for a number of years. The Equality Officer found that the grant applications which were refused were for the 1999/2000 academic year and that the decisions to refuse these applications were both taken prior to the coming into force of the Equal Status Act 2000 on 25 October 2000. Accordingly, he found that the complaints were not admissible under the Act as the impact of 1999 decisions had not "carried-over" into the period after 25 October 2000 when the Equal Status Act 2000 came into force.

The Equality Officer did, however, note that the nationality clause still appeared to be in place and suggested, in the interests of preventing future unlawful discrimination, that the Department annul the relevant clause completely. He also recommended that the Department, in designing the grant schemes in future, should take full account of the provisions of the Equal Status Act 2000.<sup>36</sup>

The Equality Tribunal does not provide a break down of its mediation cases by sector, hence it is not possible to tell which of the cases involved membership of the Traveller community and race, if any, relate to the education sector.<sup>37</sup>

In its digest of cases 2000-2001 published in 2003 the Office of the Ombudsman did not record any complaints relevant to the question of racial discrimination in education.

## 7.9. STUDIES AND REPORTS

There are a number of publications focussing on overall education policy in Ireland. These include research by among others: P. Clancy; J Coolahan and K Lynch.<sup>38</sup> The CPA has produced a number of publications focussing on disadvantage and education, these include papers by Stephen Rourke and Scott Boldt, et. al.<sup>39</sup>

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<sup>35</sup>ODEI, Legal Review 2002.[PUBIE0102]

<sup>36</sup> Date of Issue 28 May 2003, available at: [www.odei.ie](http://www.odei.ie) (17.07.03).

<sup>37</sup> ODEI, Mediation Report 2002. [PUBIE0149]

<sup>38</sup> Examples include: Clancy, P. (1999) Education Policy, in: Quinn, S et. al., (ed) Contemporary Irish Social Policy, Dublin: UCD Press; Coolahan J, (1981) Irish Education: Its History and Structure, Dublin: Institute of Public Administration; Lynch, Kathleen (1998), The Status of Children and Young Persons: Educational and Related Issues, in: Healy, S. and Reynolds, B. (eds) Social Policy in Ireland: Principles, Practice and Problems, Dublin: Oaktree Press, pp. 321-353; Lynch, Kathleen (2002), Equality in Education, Studies, Vol. 90, No. 360, pp. 395-411.

<sup>39</sup> Rourke, S. (1999) A learning Experience case studies on local integrated strategies tackle educational disadvantage, Dublin: Combat Poverty Agency; Boldt, S. et. al. (1998) Educational Disadvantage and Early School Leaving, Dublin: Combat Poverty Agency; [PUBIE0055] Combat Poverty Agency (2000), Evaluating Integrated Responses to Educational Disadvantage; Cullen, B

There have been number of academic research articles addressing the question of racism in Education. Such work includes Anna Keogh's 'Talking about the other: A view of how secondary school pupils construct opinion about refugees and asylum-seekers'.<sup>40</sup> In addition Boucher has conducted a study of racism in relation to international students in Ireland.<sup>41</sup>

The Irish Association of Teachers in Special Education (IATSE) produced a report on education in a pluralist society. This report looked at a variety of consideration including administration, monitoring curricular development, assessment and teacher training, and made a number of key recommendations in each of this areas.<sup>42</sup>

The most important policy report in respect of the Traveller community in Ireland is the Report of the Task Force on the Travelling people, 1995, published by the Department of Justice, Equality and Law Reform.<sup>43</sup> The education section focuses on school attendance, parental involvement, Traveller nomadism and intercultural education (see above).

In respect of Travellers there have been a number of key documents focussing on education produced by Pavee Point (formerly the Dublin Travellers Education and Development Group). These have addressed on all levels of education, including the ground breaking Éist initiative, which focuses on pre and early school education strategies.<sup>44</sup> The publications and work of the Irish Traveller Movement<sup>45</sup> and local support groups is also important in this regard.

A needs assessment report published by Pavee Point, the NCCRI and supported by FÁS<sup>46</sup> in 2001 identified education as an important concern for the Roma community. The need to understand and work with Roma on issues such as cultural sensitivities around the education of women was recognised in the study.<sup>47</sup>

In regard to refugees and asylum seekers, the most important description and analysis in the policy area has been undertaken by the Social Science Research Centre (SSRC) under the applied social science research programme in September 2000.<sup>48</sup> In particular a

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(2000) Policy Aspects of Educational Disadvantage, Dublin: Combat Poverty Agency.

[PUBIE0139]

<sup>40</sup> Keogh, A. (2000) Talking about the other: A view of how secondary school pupils construct opinion about refugees and asylum-seekers, in: McLachlan, M and O'Connell, M (eds) Cultivating Pluralism, Dublin: Oak Tree Press, pp. 123-136. [PUBIE0081]

<sup>41</sup> Boucher, G. (1998) The Irish are friendly...: 'A report on Racism and international Students in Ireland', Dublin: Irish Council for International Students. [PUBIE0056]

<sup>42</sup> IATSE (2001), Education for a Pluralist Society: The Direction of Intercultural Education, Dublin: IATSE. [PUBIE0065]

<sup>43</sup> Ireland, Department of Justice, Equality and Law reform (1995), Report of the Task Force on the Travelling Community. [PUBIE0103]

<sup>44</sup> Publications include: Pavee Point, Éist – Respecting Diversity in Early Childhood Education, and Pavee Point, 'Respect' – Education without Prejudice. [PUBIE0032]

<sup>45</sup> ITM (1998), Dublin: Travellers and Post-Primary Education, Conference Report; ITM (1998), Limerick: Travellers and Post-Primary Education, Conference Report. [NFPIE0049]

<sup>46</sup> FÁS is Ireland's national training and employment authority.

<sup>47</sup> Murphy, P. (2002). Roma in Ireland - an Initial Needs Analysis, Dublin: Roma Support Group and Pavee Point. [PUBIE0034]

<sup>48</sup> Faughnan, P. and Woods, M. (2000) Lives on Hold. Seeking Asylum in Ireland, Dublin: UCD. [PUBIE0042]

survey of asylum seekers undertaken between 1999 and 2000 included a focus on educational and vocational experience. There have also been important reports including local surveys undertaken by groups such as the Irish Refugee Council (IRC) and Immigrant Information Centre in Cork (NASC).

A study by the City of Dublin VEC has recently been published, which examines the educational needs of asylum seekers.<sup>49</sup> In addition approval has also been given for the employment of two educational support staff across the Dublin area, hosted by City of Dublin VEC, to assist with assessment of the educational needs of unaccompanied minors, and ensure brokerage of appropriate educational placements. The National Adult Literacy Agency (NALA) is also examining the issue of addressing adult literacy and language needs, in collaboration with the Dublin and Irish Language and Training Unit initiatives.

Mary Immaculate College of Education in Limerick has undertaken research on interculturalism involving eight primary schools.

Recent figures from the Organisation for Economic Cooperation and Development (OECD), show that Ireland's non-national population actually outperformed many of their Irish counterparts when it came to reading tests and that Ireland performed well overall in the OECD study finishing fifth (out of 27 countries surveyed) for reading ability. According to the study, the Republic of Ireland is the only country in the industrialised world where non-nationals managed to significantly surpass the average score of the indigenous population.<sup>50</sup> However, in a letter to the Irish Times newspaper following publication of the report, the authors of the Ireland part of the OECD study urged caution in drawing too many conclusions about relative performance of non-nationals in the study, 'lest any of your readers conclude that the Irish education system can be complacent about addressing the educational needs of its non-national students'. The authors point out that only 53 of the 3,854 students surveyed were non nationals, and on average these students were of higher socio-economic backgrounds than native students, whose parents were twice as likely to have attended third level as surveyed Irish students. Furthermore such students tended to be clustered in a small number of fee-paying schools.

The Curriculum Development Unit of City of Dublin VEC is also carrying out an in-depth study of 3 schools (primary and post-primary, urban and rural, boys/girls and mixed) to examine a whole school perspective on anti-racism and interculturalism. The initiative is being funded by the European Refugee Fund. The project has undertaken research in consultation with teachers, parents, students and support staff in the selected schools. From this schools are developing strategies to meet the challenges, and translating this into revised school policies. Key issues emerging to date for schools are:

- Handling racist incidents involving name calling, behaviour, use of language
- English language support and the challenges this poses for school organisation
- Relationships

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<sup>49</sup> Ward, T. (2003) *Asylum Seekers in Adult Education. A Study of Language and Literacy Needs*, Dublin: City of Dublin Vocational Education Committee. [PUBIE0087]

<sup>50</sup> OECD (2002), PISA Project (Ireland), available at: <http://www.pisa.oecd.org/NatReports/cntry.htm> (22.07.03).

- How to combat segregation or isolation
- Prioritising actions and goals within a whole school approach.

This research is expected to be published by the end of 2003.

The Irish Vocational Education Association (IVEA) published a report of its 'Pilot Framework for Education Provision for Asylum Seekers, Refugees and Minority Linguistic Groups'. This report made a number of recommendations concerning the provision of life long education for adult refugees, asylum seekers and minority linguistic groups.<sup>51</sup>

A recent study considers the experiences of immigrant students in second level schools linked to the Trinity Access Programmes.<sup>52</sup> This report makes number of recommendations with regard to secondary education.

## **7.10. RESEARCH ON SCHOOL MATERIAL**

The curriculum at both primary and post primary level has undergone extensive revision in recent years, and at primary level a new curriculum is being phased in over a 5 year period. The new curricula provide opportunity to extend children's awareness of their environment and the wider world, to learn about the lives of people in other countries, and of their contribution to art, history, music, drama etc.

The National Council for Curriculum and Assessment (NCCA) has initiated a project to develop guidelines on intercultural education at both primary and post-primary level. The aim of the guidelines is to contribute to the development of Ireland as an intercultural society through the development of a shared sense of the value of linguistic, cultural and ethnic diversity. It is expected that these guidelines will be finalised by the end of 2003.

At third level, a working group has been established and a consultancy commissioned to develop modules in interculturalism for use across the sector. The study includes a short review of relevant curriculum/assessment materials internationally, development of new modules as needed, compilation of a directory of materials and resources, and recommendations on the next steps in an implementation strategy.

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<sup>51</sup> IVEA (2002), Pilot Framework for Educational Provision for Asylum Seekers, Refugees and Minority Linguistic Groups, Volume I: Lifelong Learning'. [PUBIE0080]

<sup>52</sup> Keogh, A. and Whyte, J. (2003) Getting on The Experiences and Aspirations of Immigrant Students in Second Level education, Dublin: Trinity College Dublin. [PUBIE0082]

## 7.11. GAP ANALYSIS

As indicated above data relating to minorities in the Irish education system is very limited.<sup>53</sup> The accessibility to up-to-date data on Traveller enrolment is largely as a consequence of the reporting mechanisms for the Task Force on the Travelling community.<sup>54</sup> There is no equivalent publication of figures about non-national participation in the education system. As a consequence figures are piecemeal and difficult to obtain.

The lack of detailed data with regard to minority ethnic groups in the Irish education system reflects similar difficulties with the census of population.<sup>55</sup> Data, where available, is collected by nationality alone. Hence with the exception of the Traveller community there is no available information which reflects ethnic identities; ethnic groups such as the Roma and the Kurds are statistically invisible in the data collection system.<sup>56</sup>

The paucity of data collection is reflected throughout the Irish administrative system. According to the National Statistic Board (NSB) the Department of Education and Science, the Department of Health and Children and the Department of Justice, Equality and Law Reform are the only government bodies to produce some, though limited, data disaggregated by race/ethnicity, though most government agencies do produce some data on the Traveller community.<sup>57</sup>

There are also major inconsistencies in the available information. For example there is information on the nationalities of non-nationals attending second level schools but not primary schools.

In short this report highlights significant gaps in data collection in terms of participation, enrolment, geographical location, attainment and exam results, complaints, as well as attendance including drop out and expulsion rates. This information should be generated with reference to the age and gender, and nationality and ethnicity of all those involved in the education system.

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<sup>53</sup> Difficulties with gaps in data are reflected across the public policy field in Ireland. A recent study demonstrated that only three government departments generated any data on the ground of Race/Ethnicity, National Statistics Board (2003), *Developing Irish Social and Equality Statistics to meet Policy Needs*, p. 32.

<sup>54</sup> The Monitoring Committee of the Task Force on the Traveller Community, has identified the lack of good quality data as a restrictive factor in assessing the progress of the Task Force report. [PUBIE0104]

<sup>55</sup> As an NCCRI press release states 'The 2002 Census does not... provide complete picture of ethnic diversity in Ireland because the ethnicity question, which is a separate question to nationality in the 2002 Census, was limited to a question on the Traveller Community' (19.07.2003). Though the government has indicated that it is working on an ethnicity question, there is no indicated time frame as to when such an inclusion could be expected. [NFPIE0062]

<sup>56</sup> The nationalities used by the Department of Education and Science also show a number of puzzling inconsistencies (Table 8). For instance the 'Former USSR', the 'Russian Federation' and individual states such as 'Belarus' are listed as is 'Yugoslavia' and 'Yugoslavia Federal Republic'. Further, even when it is collated this information is often not published or made available on the website. In fact it does not seem to be used by the Department of Education and Science beyond the allocation of extra resources.

<sup>57</sup> NSB (2003), *Report of the Steering Group on Social and Quality Statistics*, p. 32

Questions in need of further research and analysis include:

- How effective are new and existing teacher training mechanisms?
- How does experience of teachers working in multicultural school differ compared to those working in non-multicultural schools?
- Does the education system generate positive outcomes for minority populations?
- What is the nature and significance of complaints of racism and discrimination in the education system?
- How effective are the new and existing curricula in promoting interculturalism and combating racism?
- What is the relationship between racism and other forms of discrimination in the education sector?

## 8. Analysis of Direct and Non Direct Discrimination

There are no baseline figures to assess the outcomes for minority ethnic groups from the Irish education system. This means that there is no quantifiable means of assessing the extent to which existing education strategies are benefiting minorities or to effectively evaluate new strategies.<sup>58</sup>

Though there is no direct monitoring of racist incidences and discrimination in the Irish education system, the nature of both direct and indirect discrimination can be analyzed with reference to those incidents which are recorded, and through anecdotal and qualitative research.

### 8.1. TRAVELLERS

Traveller access and participation in education, as indicated by enrolment, continues to be very mixed. On the one hand there has been significant resources and enrolment of Travellers at preschool and primary level. However, the progression of Travellers from primary to second level dramatically reduces from year one in secondary school where there is 100% progression from primary school, to year three when only 29% of Travellers remain in second level school and by year four only 6% remain (Table 1: Percentage progression amongst the Traveller community from primary to secondary education).

The education report submitted to the Monitoring Committee of the Task Force of the Traveller Community<sup>59</sup> in November 2002 stated that:

It is to be acknowledged that the drop out rate for Traveller children has been unacceptably high. Greater efforts will be made with the assistance of the Education and Welfare Board in particular to encourage Traveller children to remain in school until they meet the statutory age requirement.

According to a recent newspaper article, 'less than 20 per cent of 12- to 15-year-old Traveller children attend second level, and of those who do most leave the education system within two years'.<sup>60</sup> The ECRI second report on Ireland refers to the fact that 'Traveller children have in the past faced extreme marginalisation as regards access to

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<sup>58</sup> The Department of Education and Science has recognised the need to review the outcome and the experiences of Traveller children within the education system for some time and has stated that it is currently examining ways to obtain more specific information in this area without individualising the statistics.

<sup>59</sup> The report of the Monitoring Committee of the Task Force on the Traveller Community is currently being compiled by the Department of Justice, Equality and Law Reform and is expected to be finalized in late 2003.

<sup>60</sup> ASTI puts Traveller school needs in focus, [www.ireland.com](http://www.ireland.com), (09.07.2003) [PUBIE0054]

education in Ireland, often being entirely excluded from the schools system, places in segregated classes, or dropping out of the system early'.<sup>61</sup>

There have also been recent incidences of racism against the Traveller community from other parents this was vividly illustrated by a dispute in a small county Galway primary school in 2001, when all non-Traveller children were withdrawn by their parents when Travellers were enrolled in the school.

Key factors inhibiting educational achievement in the Traveller community include:

- Lack of expectations by Traveller parents and teachers of Travellers progressing at second level
- Withdrawal of male students to help out in supporting the Traveller economy
- Likely failure of some schools to maximise and effectively target the extra resources they are given for Traveller education
- The withdrawal of children from mainstream classes into separate classes
- Failure to acknowledge and to accommodate Traveller culture and in some instances institutional discrimination plays a role in excluding Travellers from schooling
- The historic legacy of social exclusion experienced by Travellers over many years
- The disruption caused by evictions, which have been made considerably easier by recent legislation
- Poor conditions on existing sites such as lack of an adequate supply of running water and lack of access to washing machines that make washing school clothes difficult, as well as the lack of adequate space for children to do homework.

Given this overall context it is unsurprising to note that minority groups within the Traveller community can face additional and specific difficulties in terms of education and training. For example the Monitoring Committee Report pointed out that:

the requirement in the Community Employment Programme for participants to be signing on the Live Register has particular implications for many Traveller women who tend to marry at a younger age than settled women. This is of particular importance to Traveller women who wish to progress on from training programmes to employment opportunities face as they find themselves caught in the 'income trap'.<sup>62</sup>

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<sup>61</sup> ECRI (2001), *ibid.*, p. 21.

<sup>62</sup> Ireland, Department of Justice (2000), *ibid.*, p. 75. [PUBIE0104]

## 8.2. NON-NATIONALS AND VISIBLE MINORITIES

While Black-Irish and students of other minority ethnic groups resident in Ireland, do not face the same issues as asylum seekers, in terms of the right to access to all forms of education, some experience problems accessing education.

A recent study has shown that 8% of third level students had experienced negative attitudes and behaviour towards foreigners. In a survey:

almost 40 per cent of third-level students believe non-nationals abuse the social welfare system... More than 2 per cent of students also believe non-nationals are more likely to be involved in criminality than the general public... The survey of 500 third-level students around the state also found a sizeable number of respondents who believed members of the Traveller community were regularly involved in criminality.

However in general Irish students were accepting of diversity, with 94 per cent agreeing that it was 'good for society to be made up of people from different races, religions and cultures'.<sup>63</sup>

Lack of language skills has proven a significant barrier for non-nationals. Emphasising the importance of English language skills, the Interdepartmental Working Group on Integration of Refugee in Ireland observed that, 'for refugees... who cannot communicate in English all other tasks become more difficult or impossible'. Difficulties include accessing essential services such as education.<sup>64</sup> For example in a needs assessment of Roma parents reported difficulties communicating with their children's teachers.<sup>65</sup>

The media has reported that there has been discrimination against Muslim girls in secondary schools; with parents being forced to withdraw their daughters from schools because of their refusal to allow the girls to wear the hajab.<sup>66</sup>

In its Racist Incidents Monitoring Reports the NCCRI has recorded a number of incidences which relate to the education system.<sup>67</sup> In the May-October 2002 report the NCCRI noted the following cases:

A Nigerian national was subjected to racist comments and jokes at an academic institution based in Dublin. He contended that when he complained to the principal of the institution, his complaint was ignored.<sup>68</sup>

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<sup>63</sup> Oliver, E. (2003) USI Survey shows negative views on non-nationals, in: The Irish Times, (29/01/2003)

<sup>64</sup> Ward, T. (2002), *ibid.*, p. 33 [PUBIE0087]

<sup>65</sup> Murphy, P. (2002) Roma in Ireland – an initial needs analysis, Dublin: Roma Support Group & Pavee Point. [PUBIE0034]

<sup>66</sup> McGarry, P. (2000) Muslim Community has grown as quickly as tolerance has declines, in: The Irish Times (29.04.00) [PUBIE0146]

<sup>67</sup> In May 2001 the NCR established a system for recording incidents related to racism in Ireland, which are then collated into reports. The data generated by this reporting system is primarily of a qualitative nature and does not aim to provide a comprehensive list of every racist incident in Ireland. [NFPIE0062]

<sup>68</sup> NCCRI (2002) Racist Incidences May-October 2002, available at [www.nccri.com](http://www.nccri.com) (17.07.03) [PUBIE0147]

In September 2002 a school bus driver in Dundalk was convicted under the Prohibition of Incitement to Hatred Act 1989 for using words that could stir up hatred and for the use of threatening, abusive or insulting behaviour towards a 12-year-old boy (media report).<sup>69</sup>

In the report for the period November 2002 – April 2003 the following incidences were recorded:

A South African teenager was subjected to racist verbal abuse by four of his classmates over a period. His mother approached the principal of the school who reprimanded the classmates in question. The students were asked to apologise to the victim and write a letter of apology. The racial taunts ceased.

A list of students names posted in Trinity arts building was removed, covered with white-supremacist graffiti and pinned to the notice board of the MPhil in Ethnic and Racial Studies. This incident highlights the need for the administration in universities and bodies such as the Union of Students in Ireland to continue to monitor and condemn racist incidents especially considering the alleged rise in extreme right-wing groups in universities that was reported to our office during this six-month period.

Amnesty International, Irish Section has raised the issue of the failure of some colleges to provide adequate prayer, dietary or other facilities for overseas student or to put in place anti-racism policies'.<sup>70</sup>

Key factors inhibiting educational achievement in the minority communities may include:

- Lack of expectations
- English language difficulties; it is generally recognised in the literature that the two years of English language tuition provided for is insufficient
- Failure to acknowledge and to accommodate diverse culture.

In addition given these difficulties it is expected that vulnerable groups within these communities, such as women or people with disabilities, suffer from multiple forms of discrimination. A recent study demonstrated that refugee women are more likely to be found in low-skilled and low-paid employment, this indicate that they are facing even greater problems in accessing education and training in Ireland.<sup>71</sup> However the exact nature of the impact of multiple forms on discrimination in the Irish system is an area which needs further research.

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<sup>69</sup> NCCRI (2002) *ibid.* [PUBIE0147]

<sup>70</sup> Haughey, N. (2003), *ibid.* [PUBIE0142]

<sup>71</sup> O'Connor, J (2003) *The Labour Market Needs and Experiences of Minority Ethnic Groups, Particularly Refugees in Ireland: A Specific Focus on refugee Women*, paper presented to a conference on Migrant women, Dublin March 2003 [PUBIE0111]

## **9. Strategies, Initiatives and Good Practice**

The legislative developments, outlined earlier in this study, have taken place in an emerging context of policies and action aimed at targeting racism, both in the governmental and non-governmental sectors. The ECRI Report noted there has been considerable progress in recent years to develop bodies, policies and strategies to address racism in Ireland.

### **9.1. NEW POLICIES AND LEGISLATION – ACCESS TO EDUCATION**

The Department of Education and Science has published two separate booklets incorporating principles of anti-racist and intercultural education for minorities. The information booklet for schools on asylum seekers (2001) offers a very brief background and outlines existing supports available to educational institutions. While intercultural education values are mentioned, there is a need for further amplification considering international best practice. The Guidelines on Traveller Education for Primary and Second Level Schools (2002) are more comprehensive and support specific actions. For example, the documents refer to education and enrolment, school planning, retention, validation of Traveller culture, best practice and national support.

The Government is also committed to tackling racism in the context of social partnership. In partnership with representatives of the farming sector, the community and voluntary sector, the employers and the trade unions the Government has drawn up a new national agreement entitled Sustaining Progress covering 2003-2005. Under the agreement ten areas of national policy were prioritised. One of these key areas is Migration and Interculturalism which covers economic migration and the labour market, integration issues, racism and interculturalism and issues affecting emigrants, implementation of an anti-racism intercultural programme at every level of the education system and expansion of literacy and language training for adult minority linguistic groups as resources become available.<sup>72</sup> It should be noted that the community and voluntary sector did not feel able to sign up to the ‘Sustaining Progress’ document.

The NPAR will be published by the end of 2003. It is envisaged that an anti-racism intercultural programme at every level of the education system will be implemented in line with the recommendations of the NPAR. According to Ireland’s first report under CERD literacy and language training for adult minority linguistic groups will also be expanded as resources become available.<sup>73</sup>

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<sup>72</sup> Ireland, Department of Justice, Equality and Law Reform (2003), United Nations International Convention on the Elimination of All Form of Racial Discrimination First National Report by Ireland (Consultation draft), p. 8/9

<sup>73</sup> Ireland, Department of Justice, Equality and Law Reform (2003), *ibid.*

The Department of Education and Science has also established a specific working group to co-ordinate the development of interculturalism and anti-racism at all levels across the education system.<sup>74</sup>

At Further Education level, a working group has been established and a consultancy commissioned to develop modules in interculturalism for use across the sector. The study includes a short review of relevant curriculum/assessment materials internationally, development of new modules as needed, compilation of a directory of materials and resources, and recommendations on the next steps in an implementation strategy.

The Department of Education and Science has asked the National Council for Curriculum and Assessment (NCCA) to develop guidelines on intercultural education at primary and post-primary level and these guidelines will also include the Traveller community.<sup>75</sup> The NCCA has initiated work at primary and post-primary level to examine ways in which the existing curriculum can be mediated and adapted to reflect the emergence of an expanding multicultural society. It is envisaged that guidelines will be available by the end of 2003.<sup>76</sup>

The Equality Authority has been tasked with drawing up a code of practice for schools in order to help them 'accommodate diverse identities'.<sup>77</sup>

Initiatives have been taken to introduce human rights education into schools at primary and secondary level and, after a pilot scheme and delivery-training for teachers, programmes are now being phased into schools, with the emphasis on recognising Ireland as a multicultural society with a respect for diversity.

The IILT on the basis of research into the English language needs of refugees, it has developed an employment-oriented language training programme and directs adult refugees to the appropriate courses as well as delivering language training itself. This is complemented by staff development work in cooperation with a UK literacy team expert in ESOL.

Another initiative by the Department of Education and Science is the School Completion Programme which includes the use of tracking systems to ensure that pupils are retained in school. The initiative launched recently will focus on retention levels in relation to all children including Traveller children.

The Anti-Racism Awareness Programme 'Know Racism' is instrumental in seeking to change cultural attitudes to discrimination. The Government originally allocated €5.7m to the programme over a three year period. This programme is now in its last year. The approach of the programme is based on partnership and seeking to develop actions and initiatives, in the areas of media and communications, education, community and local development, political parties, and other areas such as the workplace, policing, sport and the role of religious organisations, which have the potential to have real and sustainable

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<sup>74</sup> Ireland, Department of Justice, Equality and Law Reform (2003), *ibid.*

<sup>75</sup> Ireland, Department of Justice, Equality and Law Reform (2003), *ibid.*

<sup>76</sup> Ireland, Department of Education and Science (2002), *ibid.* [PUBIE0072]

<sup>77</sup> Coulter, C. (2003) Equality body plans policy for schools, in: *The Irish Times*, (27.01.2003) [PUBIE0138]

impact. The Know Racism Educational Video was developed by Know Racism to stimulate an awareness of racism among secondary school students.

## **9.2. STRATEGIES, INITIATIVES AND EXAMPLES OF GOOD PRACTICE**

Given the vibrant non-governmental sector in Ireland, it is not possible to fully detail all initiatives aimed at combating racism and promoting interculturalism. Consequently this section aims to provide an illustrative rather than comprehensive analysis of the strategies, initiatives and examples of good practice ongoing in Ireland.

The trade union, the Irish National Teacher's Organisations (INTO) has recently published guidelines on a whole school approach to interculturalism. The INTO has also published Intercultural Guidelines for Schools, which seeks to support the development of inclusive strategies and enriching intercultural policies and practices in schools.<sup>78</sup> At higher education level the Higher Education Equality Unit has published guidelines on creating an intercultural campus. LYNS (A JCM & ACS Initiative) have also produced guidelines for schools intercultural education, which aim to provide help to schools in meeting the needs of linguistic minority students.

The NCCRI in partnership with the Equality Commission for Northern Ireland produced a resource pack for schools as part of International Day against racism (March 21st 2000).

The City of Dublin VEC, Curriculum Development Unit in partnership with the NCCRI, provided a practical resource book to help schools promote interculturalism through the Civic Social and Personal Education curriculum. This is supplemented by other resources and information packs issued by other bodies, including on the theme of development education. Similar initiatives are in operation in the youth sector, and a programme in interculturalism and anti-racism has begun development in the further education sector. For example the National Youth Council of Ireland has issued an Anti-Racism and Equality Pack, 'All Different All Equal', for use with schools, youth and community groups.

The three VECs in the Dublin area have established a committee responsible for anti-racism and intercultural education.

Traveller's organizations such as Pavee Point and the Irish Travellers Movement have produced a number of resources for schools.<sup>79</sup> An example of such a project is Éist, this initiative is designed to address diversity and equity needs of children from all ethnic and cultural backgrounds in Ireland. Established by the Travellers organisation Pavee Point,

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<sup>78</sup> INTO (2002), Intercultural Guidelines for Schools, Dublin: INTO [PUBIE0068]

<sup>79</sup> Resources produced by Pavee Point include: The Pavee Pack (2000), a resource pack to be used in schools; Travellers: Nomads of Ireland; Anti-Bias Curriculum: Tools for Empowering Young Children; Respect: For Diversity in Early Childhood Care and Education. [NFPPIE0066]

this project advocates an anti-bias approach to promote the principles of equality and inclusions within early years training and practice.<sup>80</sup>

The IRC has published a Fact Sheet on Adult Education and Training for Asylum Seekers (3 June 2002). This fact sheet outlines the entitlements to education and training for asylum seekers and makes a number of policy recommendations.<sup>81</sup>

Many youth work organisations include elements of interculturalism and anti-racism in their ongoing programmes and services. Interculture Ireland and Voluntary Service International operate international programmes and incorporate intercultural learning as a central theme in all their programmes. The Youth Affairs Section is represented on the Youth against Racism and Discrimination (YARD) Monitoring Committee and the Interim Committee for Traveller Youth Initiative. The participation by young people in EU-funded Youth Programmes, provide opportunities to experience different cultures by training or working in other EU Member States.

In Further Education funds have been provided to IILT Training Unit for staff development and materials for addressing the literacy and language needs of adult asylum seekers. This is complemented by work in cooperation with training from a UK literacy team expert in ESOL under the Dublin project, and the two initiatives are interlinked.

The trade union, the Association of Secondary Schools in Ireland (ASTI) released a publication “Education for All” presenting the outcome of a conference at second level. The Trade Union of Ireland (TUI), and the Higher Education sector have also organised a conference on the themes of access, inclusion and diversity. Trinity College Dublin held a seminar in November 2002 on “Working and Teaching in a Multicultural University”.

The IVEA has established a working group on educational provision for asylum seekers, refugees and non-nationals and published 2 reports in 2001 and 2002, making recommendations for a framework to progress the issue in terms of second level schooling and meeting adult needs. This group is collaborating with another Working Group, which has been set up by the Joint Management Body (Learning for Young Internationals), which is exploring similar issues as they apply to secondary and community and comprehensive schools. Both of these groups are in contact with the Department of Education and Science regarding the implementation of a national framework and support system in this area.

The Curriculum Development Unit of City of Dublin VEC is working with 3 post-primary schools to develop a whole school perspective on anti-racism and interculturalism. The initiative is being funded by the European Refugee Fund, Ireland Aid and the Department of Education and Science In-Career Development Unit. The project has undertaken research in consultation with teachers, parents, students and support staff in the selected schools. From this schools are developing organically their actions and strategies to meet the challenges, and translating this into revised school policies.

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<sup>80</sup> Pavee Point, Éist – Respecting Diversity in Early Childhood Care, Education and Training. [NFPIE0066]

<sup>81</sup> Irish Refugee Council (2002), *ibid.* [PUBIE0077]

Approval has also been given for the employment of 2 educational support staff across the Dublin area, hosted by City of Dublin VEC, to assist with assessment of the educational needs of unaccompanied minors, and ensure brokerage of appropriate educational placements.<sup>82</sup> It is expected that this report will be published in September 2003.

The Centre for Education Access and Community Development provides a number of access programmes in order to increase the participation rate of those who have not previously managed to avail of third level education. A recent study considers the experiences of immigrant students in second level schools linked to the Trinity Access Programmes.<sup>83</sup>

The establishment of specialised and expert bodies in the area of equality, anti-racism and human rights, has been an important development in recent years. There are a range of national education bodies and related committees and working groups relevant to the focus of this study. Table 6 (Agencies and organisations working in the field of intercultural education) provides the details of these organisations. A number of other relevant bodies play an important part on overcoming racism and discrimination in the Irish education system. A number of these bodies are outlined in Table 7 (Agencies and bodies which have conducted work in the field of intercultural education).

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<sup>82</sup> Ireland, Department of Education and Science (2002), *ibid.* [PUBIE0072]

<sup>83</sup> Keogh, A and Whyte, J (2003), *ibid.*[PUBIE0082]

## 10. Summary and Conclusions

In the context of dramatic demographic and economic changes in Ireland in recent years, the past decade has seen significant policy developments and increased attention given to racism and interculturalism in the education sector. These developments include education specific initiatives as well as general advances in the field of anti-discrimination and equality. While there has been considerable progress in reality there has been an inconsistent response to the challenges posed by seeking to accommodate cultural diversity.

In parallel to policy initiatives there have been important developments in the non-governmental sector. This report has discussed a number of initiatives and strategies aimed at combating racism and promoting interculturalism. Such initiatives need continued support and evaluation in order to cultivate the ever increasing body of best practise.

Black and minority ethnic groups, including the Traveller community are vulnerable to racism in Ireland. Reports of racism and discrimination against these groups are a regular occurrence, a reality which is supported by those studies which have investigated this area. There is also some evidence which suggests that there is a cross over between racial discrimination and other forms of discrimination in the education sector.

One of the key difficulties of any discussion of racism in the Irish education system is the lack of data; there are significant limitations in data and disaggregated data in relation to cultural diversity in Irish education at all levels. Beyond enrolment figures very little is known about the experience of minority ethnic groups. However it is possible to conclude from what is known, and an increasing body of qualitative research and anecdotal evidence that racism and discrimination are a problem in the education system.

Discrimination in the education system is very often directly related to problems outside of the education system. This point is well demonstrated with reference to the experiences of the Traveller community. Hence despite the growing awareness and acceptance of the importance of intercultural education it is necessary to restate the obvious; discrimination in the education system needs to be tackled in tandem with other forms of discrimination and social disadvantage.

## 11. Annex 1: Tables

**Table 1: Percentage progression amongst the Traveller community from primary to secondary education.**

Year	%
1	100
2	56
3	29
4	6
5	7
6	5
7	0.3

*Source: TFTC/Department of Education and Science*

**Table 2: Top five nationalities amongst non-national students in secondary education in Ireland**

Nationality	Number	% of total non-nationals
United Kingdom	3,304	35.3
Nigeria	775	8.3
USA	580	6.2
Spain	547	5.9
Germany	541	5.8

**Table 3: Origin of non-national third level students, table excludes temporary language students.**

Origin	Percentage
Europe	60.1%
America – North	25.4%
Asia	7.8%
Africa	5.7%
Oceania	0.5%
America – South	0.5%

*Source: HEA*

**Table 3(a): Domiciliary Origin of Students enrolled in full-time third level courses. Source: Department of Education and Science (2002), Statistical Report 2000-2001, p. 120**

Origin	Total
Ireland	117,475
<i>Of which Northern Ireland</i>	<i>1,087</i>
European Union	2,760
Rest of Europe	400
USA	1,825
Canada	178
Other America	62
Africa	415
Asia	1,399

Australasia	81
Origin Unknown	1,705
Grand Total	126,300

**Table 4: Language and literacy needs of asylum seekers. Source: Tanya Ward (2003), *ibid.***

Linguistic Diversity	<b>63 mother tongues were recorded for 767 respondents. Romanian largest single linguistic group. (28%) Bantu (13%) Yoruba (11%) Russian (8%) Arabic (7%) Ibi/Igbo (2%)</b>
Literacy	93% have literacy skills while 7% had no literacy skills
Primary School Participation	5 years or under (14%) (More than 5 (20%) 8 years (32%) No primary school (2%)
Secondary School Participation	74% attended secondary/technical school although participation was inconsistent (28% for 4 years)
Third level	34% attended third level
English as a mother tongue	4% but over 50% as an additional language
Studying another language experience	74%, of which 55% in formal setting
Studying English in Dublin	37%
Those not completing primary education studying English in Dublin	3%

**Table 5: Participants on General English Courses 2002, by age and gender.**

Total number of Learners	% Male	% Female	% 25-50 years	% Below 25 and above 50 years
399	63	37	75	25

Source: *ILT, Report on Activities 2002*

**Table 6: Agencies and organizations working in the field of intercultural education**

Education Body	Function	Website
Education Working Group on Anti Racism and Interculturalism	Established by the Department of Education and Science to promote and stimulate awareness of education providers at all levels on equality, anti racism and intercultural issues.	<a href="http://www.education.ie">www.education.ie</a>
Coordinating Committee for Traveller Education	Established by the Department of Education and Science to advise and coordinate actions and strategies related to Traveller Education	<a href="http://www.education.ie">www.education.ie</a>
Advisory Committee on Traveller Education	Advisory body which includes the Department of Education and Science 'partners' in education such as Traveller and social partner representatives.	<a href="http://www.education.ie">www.education.ie</a>
Monitoring Committee of the Task Force on the Travelling People	Coordinates progress in relation to the 1995 Report and includes Interdepartmental and NGO Representatives.	<a href="http://www.justice.ie">www.justice.ie</a>
National Council for Curriculum and Assessment (NCCA)	A statutory body that advises the Minister for Education and Science on matters relating to the curriculum and early childhood education, and assessment	<a href="http://www.ncca.ie">www.ncca.ie</a>
NCCA Interculturalism and the Curriculum Steering Group	The role of the steering group includes: researches how the curriculum can be mediated to reflect an intercultural society, develops guidance for schools, supports integration of students from diverse cultural backgrounds, facilitates the intercultural educational experience of Irish students, and makes recommendations for the review of the curriculum at primary and post	<a href="http://www.ncca.ie">www.ncca.ie</a>

	primary level.	
Curriculum Development Unit (CDU)	The Unit provides training, resources and supports in curriculum development at all levels, excluding third level.	www.curriculum.ie
City of Dublin VEC Curriculum Development Unit	The role of the Unit is to research curriculum development, including resources and supports for asylum seekers in adult education.	www.cdvec.ie
National Centre for Guidance in Education (NCGE)	The centre supports and develops guidance practice in all areas of education, as well as advising the Department of Education Science on policy.	www.ncge.ie
Integrate Ireland Language and Training Project (IILT)	The Department of Education and Science under the aegis of Trinity College Dublin established the IILT to coordinate language supports for Refugees. The project is currently developing language teaching material for refugees and asylum seekers and other non nationals.	www.iilt.ie
Irish Vocational Education Association (IVEA)	The IVEA acts as national representative body for the 33 Vocational Education Committees.	www.ivea.ie
IVEA Working Group on Refugees and Asylum Seekers and Linguistic Minorities	Specialist working group that has produced a 'Pilot Framework for educational Provision for Asylum Seekers, Refugees and Minority Linguistic Groups'.	www.ivea.ie
National Council for Development Education (NCDE)	Funded by the Department of Foreign Affairs, the NCDE provides training, resources and support and seeks to highlight issues from developing countries in Ireland.	www.ncde.ie

**Table 7: Agencies and bodies which have conducted work in the field of intercultural education.**

Name	Description	Activities relevant to Education	Website
National Consultative Committee on Racism and Interculturalism (NCCRI)	The National Consultative Committee on Racism and Interculturalism was established in July 1998, with funding from the Department of Justice, Equality and Law Reform.	<p>Training and Resource Unit</p> <p>Community Development Unit</p> <p>Technical assistance and support for the development of a National Action Plan Against Racism</p> <p>Technical assistance and support for the development of a National Public Awareness Programme 'Know racism'</p> <p>Materials include a resource pack for schools</p> <p>Monitor racists incidence</p> <p>National Focal Point in Ireland for the EU Monitoring Centre on Racism and Xenophobia based</p> <p>Policy submissions and round tables</p> <p>Liaise with the Equality Commission for Northern Ireland</p> <p>Supporting and advocating an anti-racism dimension to the National Anti Poverty Strategy</p> <p>Capacity building and leadership</p>	www.nccri.ie

**Formatiert:** Nummerierung und Aufzählungszeichen

		training for groups representing ethnic minorities.	
Irish Human Rights Commission (IHRC)	Arising from the Belfast Agreement, the Human Rights Commission was formally established under the Human Rights Commission Act, 2000.	Establishment of a sub-committee on racism drawn from its own membership and the members of the Northern Ireland Human Rights Commissions Participating in the development of the National Action Plan against Racism.	www.home1 inet.ie/~ihrc <b>Formatiert:</b> Nummerierung und Aufzählungszeichen
Reception and Integration Agency (RIA)	Part of the Department of Justice, Equality and Law Reform Its key role is to coordinate all aspects of the reception and dispersal of asylum seekers in Ireland	Responsible for integration policies the RIA employs an education coordinator whose responsibility is to work with principals of schools and colleges on the schooling of the children of asylum seekers and refugees in 'Direct Provision'	www.justice <b>Formatiert:</b> Nummerierung und Aufzählungszeichen
Combat Poverty Agency (CPA)	CPA is an advisory body that researches and supports and evaluates strategies to tackle poverty and related forms of social exclusion in Ireland	Strong focus on the role of education in tackling child poverty	www.cpa.ie <b>Formatiert:</b> Nummerierung und Aufzählungszeichen

**Table 8: Non Nationals in second level education in Ireland.**

Country	Total Pupils	% of Foreign Nationalities	% of total no. of pupils
AFGHANISTAN	15	0.1605	0.00439137
ALBANIA	10	0.1070	0.00292758
ALGERIA	25	0.2675	0.00731895
ANDORRA	1	0.0107	0.00029276
ANGOLA	64	0.6849	0.01873651
ARGENTINA	4	0.0428	0.00117103
ARMENIA	17	0.1819	0.00497689
AUSTRALIA	163	1.7442	0.04771956
AZERBAIJAN	2	0.0214	0.00058552
AUSTRIA	18	0.1926	0.00526964
BAHAMAS	2	0.0214	0.00058552
BAHRAIN	6	0.0642	0.00175655
BANGLADESH	9	0.0963	0.00263482
BELGIUM	33	0.3531	0.00966102
BOSNIA AND HERZEGOVINA	111	1.1878	0.03249614
BERMUDA	1	0.0107	0.00029276
BOTSWANA	4	0.0428	0.00117103

BRAZIL	24	0.2568	0.00702619
BRUNEI DARUSSALAM	1	0.0107	0.00029276
BULGARIA	18	0.1926	0.00526964
CROATIA	10	0.1070	0.00292758
BURUNDI	3	0.0321	0.00087827
CAMEROON	17	0.1819	0.00497689
CANADA	113	1.2092	0.03308166
CENTRAL AFRICAN REPUBLIC	5	0.0535	0.00146379
CHILE	3	0.0321	0.00087827
CHINA	213	2.2793	0.06235746
COLOMBIA	4	0.0428	0.00117103
CONGO	69	0.7384	0.02020031
CUBA	7	0.0749	0.00204931
CYPRUS	2	0.0214	0.00058552
CHECHOSLOVAKIA	10	0.1070	0.00292758
CZECH REPUBLIC	36	0.3852	0.01053929
DENMARK	37	0.3959	0.01083205
EGYPT	22	0.2354	0.00644068
ERITREA	3	0.0321	0.00087827
ESTONIA	15	0.1605	0.00439137
ETHIOPIA	6	0.0642	0.00175655
FINLAND	22	0.2354	0.00644068
FRANCE	144	1.5409	0.04215716
GAMBIA	1	0.0107	0.00029276
GEORGIA	12	0.1284	0.00351310
GERMANY	541	5.7892	0.15838210
GERMANY FEDERAL REPUBLIC OF	2	0.0214	0.00058552
GHANA	16	0.1712	0.00468413
GREECE	18	0.1926	0.00526964
GUATEMALA	1	0.0107	0.00029276
GUINEA	1	0.0107	0.00029276
HONG KONG	61	0.6528	0.01785824
HUNGARY	16	0.1712	0.00468413
ICELAND	18	0.1926	0.00526964
INDIA	71	0.7598	0.02078582
INDONESIA	1	0.0107	0.00029276
IRAN (ISLAMIC REP OF)	26	0.2782	0.00761171
IRAQ	30	0.3210	0.00878274
ISRAEL	62	0.6635	0.01815100
ITALY	142	1.5195	0.04157164
COTE D'IVOIRE	3	0.0321	0.00087827
JAMAICA	8	0.0856	0.00234206
JAPAN	59	0.6314	0.01727272
JORDAN	4	0.0428	0.00117103
KAZAKHSTAN	11	0.1177	0.00322034
KENYA	39	0.4173	0.01141756
KOREA REPUBLIC OF	31	0.3317	0.00907550
KOREA DEMOCRATIC PEOPLES REP	11	0.1177	0.00322034
KUWAIT	2	0.0214	0.00058552
KYRGYZSTAN	2	0.0214	0.00058552
LATVIA	22	0.2354	0.00644068
LEBANON	7	0.0749	0.00204931

LESOTHO	6	0.0642	0.00175655
LIBERIA	7	0.0749	0.00204931
LIBYAN ARAB JAMAHIRIYA	35	0.3745	0.01024653
LIECHTENSTEIN	2	0.0214	0.00058552
LITHUANIA	34	0.3638	0.00995377
LUXEMBURG	3	0.0321	0.00087827
REP. OF MACEDONIA	1	0.0107	0.00029276
MALAWI	2	0.0214	0.00058552
MALAYSIA	25	0.2675	0.00731895
MALDIVES	1	0.0107	0.00029276
MALTA	4	0.0428	0.00117103
MAURITIUS	3	0.0321	0.00087827
MEXICO	94	1.0059	0.02751926
MONACO	1	0.0107	0.00029276
MOROCCO	2	0.0214	0.00058552
NAMBIA	1	0.0107	0.00029276
NEPAL	3	0.0321	0.00087827
NETHERLANDS	108	1.1557	0.03161787
NETHERLANDS ANTILLES	2	0.0214	0.00058552
NEW ZELAND	39	0.4173	0.01141756
NICARAGUA	2	0.0214	0.00058552
NIGER	4	0.0428	0.00117103
NIGERIA	775	8.2932	0.22688748
NORWAY	5	0.0535	0.00146379
OMAN	1	0.0107	0.00029276
PAKISTAN	122	1.3055	0.03571648
PALESTINE	5	0.0535	0.00146379
PANAMA	2	0.0214	0.00058552
PERU	6	0.0642	0.00175655
PHILIPINES	23	0.2461	0.00673344
POLAND	25	0.2675	0.00731895
PORTUGAL	16	0.1712	0.00468413
MOLDOVA REPUBLIC OF	16	0.1712	0.00468413
PUERTO RICO	1	0.0107	0.00029276
QATAR	2	0.0214	0.00058552
ROMANIA	153	1.6372	0.04479198
RUSSIAN FEDERATION	169	1.8085	0.04947611
RWANDA	8	0.0856	0.00234206
SLOVAKIA	9	0.0963	0.00263482
SAN MARINO	1	0.0107	0.00029276
SLOVENIA	3	0.0321	0.00087827
SAUDI ARABIA	15	0.1605	0.00439137
SENEGAL	1	0.0107	0.00029276
SIERRA LEONE	31	0.3317	0.00907550
SINGAPORE	2	0.0214	0.00058552
SOMALIA	42	0.4494	0.01229584
SOUTH AFRICA	238	2.5468	0.06967641
ZIMBABWE	62	0.6635	0.01815100
SPAIN	547	5.8534	0.16013865
SRI LANKA	6	0.0642	0.00175655
SUDAN	25	0.2675	0.00731895
SWAZILAND	1	0.0107	0.00029276

SWEDEN	21	0.2247	0.00614792
SWITZERLAND	19	0.2033	0.00556240
SYRIAN ARAB REPUBLIC	4	0.0428	0.00117103
Tajikistan	1	0.0107	0.00029276
UNITED REP. OF TANZANIA	7	0.0749	0.00204931
THAILAND	10	0.1070	0.00292758
TOGO	5	0.0535	0.00146379
TRINIDAD AND TOBAGO	5	0.0535	0.00146379
TUNISIA	1	0.0107	0.00029276
TURKEY	5	0.0535	0.00146379
Turkmenistan	2	0.0214	0.00058552
UGANDA	6	0.0642	0.00175655
BELARUS	4	0.0428	0.00117103
UKRAINE	36	0.3852	0.01053929
UNITED ARAB EMIRATES	4	0.0428	0.00117103
UNITED KINGDOM	3,304	35.3558	0.96727258
UNITED STATES OF AMERICA	580	6.2065	0.16979967
URUGUAY	2	0.0214	0.00058552
UZBEKISTAN	4	0.0428	0.00117103
VENEZUELA	4	0.0428	0.00117103
VIETNAM	58	0.6207	0.01697997
SAMOA	1	0.0107	0.00029276
YEMEN	1	0.0107	0.00029276
YUGOSLAVIA	17	0.1819	0.00497689
YUGOSLAVIA FED. REP.	4	0.0428	0.00117103
ZAIRE	32	0.3424	0.00936826
ZAMBIA	20	0.2140	0.00585516
FORMER USSR	10	0.1070	0.00292758
Totals:	9,345	100.0000	2.73582392

Source: Department of Education and Science 2002.

## 12. Annex 2: Current immigrant/minority populations

There has always been cultural diversity in Ireland, despite the widely believed myth that Ireland has been and still is a homogeneous and a mono-cultural society or the defining of diversity solely along religious grounds (Protestant and Roman Catholic). In addition to the Traveller community there is a long established Jewish community and growing Islamic, Asian and Chinese communities in Ireland. However, there has been a significant broadening of cultural diversity in recent years, both in terms of numbers of people and national or ethnic origin. In Ireland there are now more visible populations of black Irish and other EU and non-EU citizens living in Ireland.

The Traveller community is Ireland's only nomadic community. Its members live a nomadic or semi-nomadic life, although some are settled. The 2002 Census indicates that close to 24,000 Irish Travellers, representing 0.65% of the population. However this is likely to be an underestimation and figures closer to 28,000 have been posited. In the past, children of the Traveller community did not generally avail of educational opportunities, and high rates of illiteracy predominated. Since the 1970s there has been a growing awareness within the educational system of the need to provide for, and encourage participation by, Travellers in the school system. The Traveller community are a distinct group from the Roma community in Ireland; the growing Roma community is a relatively new phenomenon which reflects wider changes in Irish society.

There are approximately 160 different nationalities living in Ireland. The number of non EEA nationals registered in the State in 2002 was 116,588. The 2002 Census of population indicates that non-nationals make up 5.8% of the population, of which almost half were UK nationals (2.7%). The 2002 Census does not however provide a complete picture of ethnic diversity in Ireland because the ethnicity question, which is a separate question to nationality in the 2002 Census, was limited to a question on the Traveller Community.

The number of asylum seekers entering Ireland in 2002 was 11,634. Most asylum applications came from persons originating in Nigeria (41%), followed by Romania (11%), DR Congo (4%), Moldova (3%) and Iraq (3%).<sup>84</sup> In 2002, applications were received from persons originating in 103 different countries.<sup>85</sup> However of the overall increase in inward migration to Ireland in recent years only 10% are asylum seekers and almost half of all recent migrants to Ireland are returning Irish emigrants.

There were 40,321 work permits issued in 2002 to immigrants seeking work in Ireland which was an increase of 11% over the previous year. The top five countries from which these work permits originated are: Latvia, Lithuania, Philippines, Poland and Romania. The top five categories of employment sought were the service sector, hotel and catering, agriculture and fisheries, industrial, and medical and nursing.<sup>86</sup>

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<sup>84</sup> Integrating Ireland (2003), Sanctuary No. 23 (May 2003), available at: [www.integratingireland.ie](http://www.integratingireland.ie), (22.07.03) [PUBIE0137]

<sup>85</sup> Know Racism (2003), Cultural Diversity in Ireland [PUBIE0145]

<sup>86</sup> Know Racism (2003), *ibid.* [PUBIE0145]

The number of Muslim people in Ireland has also changed significantly over the last 10 years. The number of Muslim people in Ireland has quadrupled to 19,000 from the 1991 census. The Muslim community is well organised with a number of mosques, schools and societies. According to the ECRI report on Ireland (2001), Muslims are faced with prejudice and discrimination on the basis of their religion, and it has been reported that Muslim girls wearing the hijab have been refused entry in schools.<sup>87</sup>

The number of Orthodox Christians has increased from 400 in 1991 to 10,437 in 2002, representing migrants from Eastern Europe and the former Soviet Union (sixth largest religious denomination). The 2002 Census demonstrated that there is now a Jewish population of 1,790 living in Ireland (Table 14: population classified by religion and sex 2002). A report conducted for the EUMC covering the period May/June 2002 found that:

there is no discernible increase in anti-Semitic violence or rhetoric...many incidences reported are considered to be once off and unusual occurrences, with no evidence of systematic targeting of the Jewish community in Ireland.<sup>88</sup>

While it is often assumed that the level of education of many non-nationals can be low, this is not always the case. For example programme refugees from the former Yugoslavia, had a similar level of education when they came to the Republic as Irish-born pupils. The results of a survey undertaken by University College Dublin in 1999/2000 showed that asylum seekers in Ireland have generally high levels of education. Almost 70% of respondents had eleven years of schooling or more (completion of second level education), while 8% had more than fifteen years of formal education. However due to the challenges of carrying out research with asylum seekers, there may be a tendency to present a slightly more optimistic or generalised picture than exists. For instance, many of the most marginalised asylum seekers, such as the Roma community in Ireland are less likely to be covered by such studies due to their reserve and to some extent, lack of English language competency.

Incidents of anti-Semitism, relations between settled society and Travellers, and the North-South divide, all point to historic and ongoing societal difficulty with the idea of religious and social diversity. The EU survey, the 'Eurobarometer' (2001) shows that there is a degree of suspicion in Irish society towards ethnic diversity. Amnesty International's Report on Racism in Ireland (September 2001) paints a stark picture: 78% of members of ethnic minorities have experienced racism, while over 80% of respondents agreed that racism is a serious problem in Ireland.<sup>89</sup> These baseline attitudes require an educational response, to promote acceptance of this rapid social change, a climate of respect for the rights of all, and a welcome for ethnic diversity.<sup>90</sup>

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<sup>87</sup> ECRI (2001), *ibid.*, p. 18

<sup>88</sup> NCCRI (2002), *Recent Anti Semitic Acts and Attitudes in Ireland*, report to the EUMC, unpublished.

<sup>89</sup> IATSE (2001), *ibid.*, p. 1. [PUBIE0065]

<sup>90</sup> Ireland, Department of Education and Science (2002), *ibid.* [PUBIE0072]

## Annex 3: Legislation and policy on immigration

Ireland is traditionally a country of emigration, however emigration levels have declined significantly since the late 1980s and Ireland has become a country of net inward migration for only the second period since the foundation of the State in 1929 (Table A).<sup>91</sup>

**Table A: Average annual estimated net migration per 1,000 population,**

Intercensal Period	Per 1,000 Population
1926-36	-5.6
1936-46	-6.3
1946-51	-8.2
1951-56	-13.4
1956-61	-14.4
1961-66	-5.7
1966-71	-3.7
1971-79	4.3
1979-81	-0.7
1981-86	-4.1
1986-91	-7.6
1991-96	-0.5
1996-2002	6.8

*Source: NCCRI, (2002), p. 6*

The pattern of inward migration into Ireland in relation to the origin of migrants has also changed significantly in recent years and is continuing to change. Returning Irish nationals still account for almost half (46% in 2002) of all immigration into Ireland in recent years, although this proportion has declined from a highpoint of 55% in 1999. There has been a period of active recruitment of workers from both the EEA and non-EEA countries. Despite the global and national economic down turn demand for migrant labour remains a factor.

According to the NCCRI,

Irish policy on immigration has developed in a rather piecemeal way over several decades. In effect, in recent years the admission of immigrants has moved away from an almost zero immigration control policy to a largely market-led approach, with a relaxation and liberalisation of the rules taking place in 2000/2001, followed by a retightening of the rules in 2002 as a result of fears and forecasts of a significant downturn in the Irish economy.<sup>92</sup>

The Department of Justice, Equality and Law Reform is responsible for immigration law and immigration controls in Ireland. This department is also primarily responsible for the Irish contribution to developing EU and international policy on immigration and related issues, though other departments also have a role to play. The Department of Enterprise,

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<sup>91</sup> NCCRI (2002), Migration Policy in Ireland Reform and Harmonization, Dublin: NCCRI p. 6. [PUBIE0148]

<sup>92</sup> NCCRI (2002), *ibid.*, p.14. [PUBIE0148]

Trade and Employment is responsible for the issuing of work permits. The Department of Foreign Affairs is responsible for certain operational aspects of the Ireland's immigration and visa regulations outside the country. In one specific field, that of programme refugees the Department of Foreign Affairs has been involved in a key capacity, while it also retains a 'watching brief' on human rights-related aspects of Ireland's immigration policy in general.

Historically the most significant legislation governing the admission of foreigners into Ireland was the Aliens Act 1935. In this Act the word "alien" meant a person who was not a citizen of Saorstát Eireann (the Irish Free State, forerunner to the present state of Ireland). The Act was extremely wide-ranging and conferred sweeping executive powers on the Minister for Justice. The Aliens Order 1946 extended the powers given to police and other authorities. Since that time various measures have been introduced which defined new rights for certain classes of people wishing to come to Ireland, such as the Common Travel Agreement (CTA) between Britain and Ireland. The CTA continues to this day and largely explains why Ireland and Britain have jointly stayed out of the most of the arrangements put in place after Schengen.<sup>93</sup>

The Irish Nationality and Citizenship Act 1956 (modified in 1986) codified rights to Irish citizenship through birth, descent and naturalisation, including the right to citizenship through an Irish grandparent. The Act created a general although discretionary eligibility for citizenship through naturalisation after a period of five years. With Ireland's membership of the European Community on 1 January 1973 came the right of freedom of movement of workers and, more recently (the Treaty of Maastricht 1993), the right of freedom of movement of all citizens of the European Union. Moreover, all citizens of EEA (European Economic Area) countries, which apart from EU member states also include Liechtenstein, Iceland and Norway, have had essentially similar rights since 1992.<sup>94</sup>

In May 2002, following the general election, the Irish Government renewed its promise to review immigration and residence policy to manage some of these changes. At the time of reporting the government was in the process of considering the Immigration Bill, 2002.

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<sup>93</sup> Ireland and the UK are in a unique position in the European Union because on the one hand they need to ensure bilateral harmonisation of immigration policy in order to preserve the CTA between Britain and Ireland and on the other hand they need to ensure multilateral harmonisation with other EU States in order to preserve existing commitments arising from EU Treaties.

<sup>94</sup> Mac Éinrí, P. (2001), Immigration into Ireland: Trends, Policy Responses, Outlook, available at: <http://migration.ucc.ie/irelandfirstreport.htm> (19.07.03). [PUBIE0134]

### 13. **Annex 4: Overview of integration and diversity policies**

This report advocates an intercultural approach to accommodating cultural diversity rather than the more dated 'integration' concept or the discredited assimilation approach. However this report recognises that 'integration' continues to be used as a concept at both national and EU level.

The Government established an Interdepartmental Working Group in November 1998 to examine the best means of integrating recognised refugees and others granted permission to remain in this country. Representatives of the Departments of Environment and Local Government; Social, Community and Family Affairs; Education and Science; Enterprise, Trade and Employment; Health and Children; Justice, Equality and Law reform, and Foreign Affairs came together to formulate a framework for integration policy in Ireland. The Directorate for Asylum Support Services, which was established by the Government in November 1999, is responsible for co-ordinating and implementing the recommendations in the Working Groups Report (2000), and for developing a comprehensive strategy for the integration of all refugees in Ireland.

The Reception and Integration Agency is responsible for co-ordinating the services provided to asylum seekers. These services include the provision of accommodation, health care, and education. It also has responsibility for the integration of refugees into Irish society.

Government officials have highlighted the role of the NPAR in promoting integration. The NPAR is expected to be published by the end of 2003.

There continue to be real concerns about the nature of Irish integration policy, for example Mac Éinrí argues that:

The danger is that a voluntarist approach to the social integration of immigrants, based on elite discourses and focused on only one segment of the immigrant population (refugees and asylum seekers) will fail to achieve the more fundamental aim of preparing Irish society in general for the advent of a multicultural society and for the mainstreaming of multicultural objectives throughout the range of State policies, programmes and services.<sup>95</sup>

In its 2001 second report on Ireland the ECRI concluded that:

Although integration measures such as language training exists for recognised refugees, the Report of the Interdepartmental Working Group on the Integration of Refugees revealed a lack of co-ordinated national integration policy, with programmes described as being only 'partially successful'... Presently, no integration measures at all are foreseen for asylum seekers... ECRI encourages the Irish authorities to introduce integration measures aimed at asylum seekers.<sup>96</sup>

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<sup>95</sup> Mac Éinrí, P. (2001), *ibid.* [PUBIE0134]

<sup>96</sup> ECRI, (2001), *ibid.*, p. 15

## 14. Annex 5: The education system in Ireland

The Irish school system provides a formal education for children. However, the family is recognised by the Constitution as the primary and natural educator of the child.<sup>97</sup> The right to education is enshrined in Article 42.1, and 42 of the Constitution of Ireland. Under Irish legislation it is a legal requirement that all young people between the ages of 6 and 16 attend full time education. This applies to all, including people coming to Ireland as asylum seekers or as migrants, with family reunification rights. There is no requirement on the state to provide education either before or after these years although in practice significant efforts are made to ensure that all young people between the ages of 4 and 18 receive and remain in full time education.

The education system in Ireland is divided into four main levels, with an emerging pre school level. The structure of the educational system is outlined in Table B. Schools at the different levels of the education system are not divided according to academic ability; instead students are offered the opportunity to take exams in secondary schools at either 'higher' or 'ordinary' level. Consequently it is not possible to make inferences regarding achievement through analysis of attendance at particular institutions.

**Table B: The Education system in Ireland**

Level	Usual Age Group	Usual Duration
Pre-School (emerging)	1-4 year olds	1-2 years
Primary level	4-11 year olds	7 years
Second level	11-17 year olds	6 years
Third Level	17 plus year olds (incl. mature students)	3-4 years with additional years for postgraduates
Adult and Further Education	16 plus year olds (incl. mature students)	2-3 years

The percentage of pupils with special educational needs who are segregated from the mainstream school system is relatively small. About 0.9% of all pupils of primary and post-primary age, or 1.2% of pupils aged between six and fifteen years of age, are educated in special schools. Educational provision for students with special educational needs is also made in mainstream schools. There are 321 special classes for children of Travellers in primary schools. Many of these make provision for some level of integration of the pupils into mainstream classes.<sup>98</sup>

There are 118 special schools, with a combined enrolment of about 8,000 pupils. These are officially designated as primary schools and can cater for pupils aged from four to eighteen years. They are classified as follows:

- Schools for pupils with mild learning disabilities
- Schools for pupils with moderate learning disabilities

<sup>97</sup> National Children's Office (2001), National Report on Follow-up to the World Summit for Children 1990-1999.

<sup>98</sup> Information from the European Agency for Special Needs Education, available at: [http://www.european-agency.org/national\\_pages/ireland/national\\_overview/no07.html](http://www.european-agency.org/national_pages/ireland/national_overview/no07.html) (24.07.03)

- Special schools and hospital schools for children with physical handicap
- Schools for children with severe/profound hearing impairment
- Schools for children with visual impairment
- Schools for children with emotional disturbance
- Schools for children with multiple handicaps and severe/profound learning disabilities
- Schools for children with specific learning disabilities
- Schools for Young Offenders
- Schools for Children at Risk
- Schools and Junior Training Centres for children of traveller families.<sup>99</sup>

In Ireland the primary sector and the major part of the second level education sector consists of privately owned state aided schools with the State paying over 80% of capital costs of buildings and facilities and over 90% of current expenditure. One of the most distinctive features of this system is the level of religious denominational involvement and control, which is rooted in the ownership and management of schools; 93% of schools are under the patronage of the Roman Catholic Church. There is also a small but growing ‘Educate Together’ initiative which is a non denominational and gender integrated system of schools. There are now about ten Educate Together primary schools in Ireland, based mainly in the Dublin area. The State also funds a number of Jewish schools and a recently established Muslim school.

A comparatively recent development in the Irish education system has been the development of commercial fee paying colleges, mainly at second level, geared to supporting students to maximising their grades at second level in order to enable optimum student choice at third level. A further development in recent years has been the proliferation of English language schools, which actively recruit in the Far East and China.

There has been a very significant increase in access to education in Ireland, particularly at second and third level since the mid 1960’s. As illustrated in Table C in 1995/6 a total of 944, 686 students (26% of the total population) were receiving full time education compared with 668,546 in 1965-66, with a doubling of the numbers in second level and a 500% increase of those at third level. Investment in education and in particular the introduction of free second level education in the 1960’s have been consistently identified as important factors in laying the foundation for Ireland’s very rapid economic growth rates in the 1990’s.

**Table C: Enrolment in full time education in Ireland by sector 1965-66 and 1995-96**

Level	1965-66	1995-96
Primary	504,865	485,983
Second Level	142,983	373,665
Third Level	20,698	102,662
Total	668,546	994,686

<sup>99</sup>Information from the European Agency for Special Needs Education, *ibid.*

There remain significant inequalities in education in Ireland. Examples of these inequalities include limited access to third level education by the children of parents working in manual labour and lower paid employment and very high illiteracy rates in Ireland compared with other OECD countries. The under-funding and comparative neglect of the pre-school level and at the adult and further education level are one of the factors contributing to this inequality. Recent policy developments and increased funding in adult and further education and early years education have sought to address some of these concerns. An important feature of this sector is the role of voluntary and community groups and in recent years, area based partnerships funded by the EU and exchequer funding under the Local Development Programme and its successors.

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