

MIGRATION IN IRELAND- SITUATIONAL REVIEW

*The role of Irish Red
Cross*

1. Introduction: The Irish Red Cross

The Irish Red Cross is part of the largest global network of voluntary humanitarian action in the world – the International Red Cross and Red Crescent Movement, founded by Henri Dunant in 1863. The principles and aims of the International Committee of the Red Cross (ICRC) were replicated in National Societies around the world with members trained in First Aid and Emergency care. After World War I, it was decided that the ICRC should continue to be run by Swiss nationals but that National Societies should form their own umbrella group also based in Geneva: then known as the League of Red Cross Societies and now known as the Federation of Red Cross & Red Crescent Societies (IFRC). The Irish Red Cross Society is a member of the IFRC which has 189 member societies around the world.

The Red Cross Red Crescent – 10 Migration Principles

- Principle 1:** Focus on the needs and vulnerabilities of migrants
- Principle 2:** Include migrants in humanitarian programming
- Principle 3:** Support the aspirations of migrants
- Principle 4:** Recognise the rights of migrants
- Principle 5:** Link assistance, protection and humanitarian advocacy for migrants
- Principle 6:** Build partnerships for migrants
- Principle 7:** Work along the migratory trails
- Principle 8:** Assist migrants in return
- Principle 9:** Respond to the displacement of populations
- Principle 10:** Alleviate the migratory pressures on communities of origin

The Irish Red Cross (IRC) was formally established in 1939. Its constitution is based on the Geneva Conventions of 1949, to which Ireland is a party, Acts of the Oireachtas and relevant provisions of the international Red Cross and Red Crescent Movement.

The Irish Red Cross, which currently has a network of almost 140 branches throughout Ireland, is a volunteer led organisation which has the power to act as an auxiliary to the public authorities in the humanitarian field. The Irish Red Cross provides voluntary Ambulance Services, Mountain and Lake Search and Rescue Services and a broad variety of Community Based Health, Social Care and Youth programmes here in Ireland. The Irish Red Cross contributes to the overall mission of the Red Cross Red Crescent Movement worldwide in preventing or alleviating human suffering wherever it may be found.

The organisation's mission is to identify and deliver humanitarian assistance, both at home and abroad, to those who are most in need. The society is guided by the fundamental principles of the Red Cross. At the heart of its strategy is building more resilient communities from within the community. Irish Red Cross volunteers are living in their local communities and bring an intimate knowledge and understanding of the risks and vulnerabilities that are faced by people in their everyday lives. The primary aim is to meet the needs of the most vulnerable both at home and abroad and to build a more resilient community fabric.

Key areas of work include:

- Acting as “first responders” to crisis and emergency.
- Providing health and social services to those in need.
- Supporting marginal groups in society.
- Advocating for those whose voice is not being heard.
- Working at home and abroad to help build a more resilient community fabric.

1.1 The Irish Red Cross Migration Structure

The Irish Red Cross has a national and regional team in place to enable migrants to move from initial accommodation centres into pledged (other accommodation) in a manner that facilitates integration and social inclusion.

The Irish Red Cross National Migration Team comprises a Senior Manager of the organisation, a Programme Manager (tbc), three Caseworkers, a Housing Manager (Co-operative Housing Ireland), a Family Links Caseworker and the National Director of Health & Social Care (volunteer).

This national team is supported by three Regional Directors (volunteers), each with two Regional Coordinators (volunteers –). The regional areas are divided into North East Region, Western Region and the Southern Region. The Caseworkers, Housing Manager and regional volunteers will coordinate and facilitate the placement of migrants into accommodation and support integration into their new communities. Much of this will be delivered locally by volunteer members of the Irish Red Cross and the people who have pledged accommodation, goods and services. Irish Red Cross staff will be available to assist volunteers and people who have made pledges.

The Irish Red Cross is currently working with migrants in accommodation centres to begin the matching and placement into accommodation from January 2017. As part of the matching process, Caseworkers and the Housing Manager will contact the owners of relevant pledged accommodation to ensure that the accommodation offer is still available and appropriate, and that they are supported by a suitable legal agreement. Irish Red Cross Caseworkers will ensure that links between local Red Cross volunteers, local service providers and offers of pledges are in place.

2. Methodology

This report was commissioned by the Irish Red Cross to consider the organisation's future role within the context of migration in Ireland.

The analysis in the report is built from data acquired through a broad desk review of literature and data and policy on migration to Ireland and to Europe. The analysis builds on targeted confidential qualitative consultations with key stakeholders in Ireland. An extensive number of detailed stakeholder interviews were held and included meetings and phone call interviews with migrant organisations, senior officials in government departments, and statutory and non-statutory bodies with involvement in migration policy and provision (24 interviews and one focus group). A list of those who participated is outlined in Appendix 2.

The consultation process was designed to provide input to support the drafting of a policy and strategic framework for the Irish Red Cross' extended involvement in the area of migration.

Areas that were explored with interviewees included:

- Current and expected service gaps in the Irish migration sector.
- Policy and advocacy positions that the Irish Red Cross might explore and make related recommendations.
- Valuable strategic alliances in the sector for the Irish Red Cross.

Background documents were provided to inform the discussions and the design and methodology of the report were signed off by senior management. This included a consultation process with volunteers and a strategy document devised by the Strategic Migration Advisory Group.

The report also draws on data from the following sources reporting by the Office of the Refugee Applications Commissioner (ORAC), the Irish Naturalisation and Immigration Service (INIS), the Central Statistics Office and via Irish Civil Society Organisations (CSOs). Additional use is made of data compiled by the United Nations High Commissioner for Refugees (UNHCR), reports by TIPⁱ and GRETAⁱⁱ on Human Trafficking and the Department of Justice Anti-Human Trafficking Unit.

After discussions with the Senior Management and Chair of the Strategic Migration Advisory Group , it was agreed that areas outlined in the internal strategy document would also be discussed with interviewees). Guideline interview questions were drafted by the consultant and signed off by senior management in preparation for the discussions. A sample questionnaire is also attached in the appendices.

The paper is for internal information and not for circulation externally.

There were a number of sub groups discussed by interviewees:

- Economic migrants.
- Family migration.
- International and subsidiary protection.
- Existing Cohort in Direct Provision.
- Resettled.
- Relocated.
- Undocumented.
- Vulnerable groups.
- Children (separated and unaccompanied minors).

3. Context in which the Irish Red Cross is considering its work

3.1 Global and European context

The global migration crisis has meant many more people in recent times are seeking protection and safety in Europe, accounting for over 60 million men, women and children being displaced from their homes and seeking safety in other countries. The question of how individual states and bodies, such as the European Union, react to a new migration reality has never been more pressingⁱⁱⁱ. Cross-border migration (inclusive of both refugees who are *forced* to leave their country and economic migrants who *voluntarily* leave in search of opportunities) now accounts for over 3% of the global population^{iv}. Legislators, policymakers, politicians and the public are confronted with massive economic disparities, increasing conflicts and massive climate change, all influencing this mass global movement. The result has stark implications for Europe, which is and will continue to be the destination of choice for many refugees and migrants, especially from Africa and the Middle East. European governments as a result are asked to reconcile the competing policy imperatives of controlling borders and managing entries while meeting protection obligations^v.

Immigration is now to the fore in the minds of policy makers and the public, particular with its influence politically in various contexts. The concerning outcome of the 'Brexit' campaign which offered restricted immigration and freedom from the European Union, and the implications of this. Future elections in France indicate a possible victory for Marine Le Pen, whose election strategy also opposes immigration and threatens the future of the European Union. This result could have massive implications for the rights of migrants at its shores, and those residing in Member States. Additionally, the outcome of the USA presidential elections, by a candidate who built his campaign on anti- immigration rhetoric and the promise of restrictions, is seen as a further backlash against unwanted migration.

The increase of refugees in the last few years has reached levels not seen in decades and is likely to increase further in the near future, with refugee numbers climbing to 21 million in 2015, and likely to be even higher in 2016^{vi}. The need to find an effective response to both massive displacement and unmanaged migration has become increasingly urgent^{vii}. The EU response to the migration crisis has been disjointed and focussed on border control. There has been a minimal response with only 15,331 people relocated of the 160,000 people promised^{viii}. Figures reveal the number of people missing and dead in the Mediterranean region this year now stands at 4,742 compared with 2015's death toll of 3,665. This represents nearly a 50% increase in deaths since 2014^{ix}. More than 600 children died trying to cross the Mediterranean in the first nine months of 2016^x.

3.2 Demographic situation in Ireland and relevant statistics

Migration is a global phenomenon which has had a significant impact on Irish society, particularly over the last two decades. Ireland, historically a country of emigration, experienced striking levels of inward migration between 1996 and 2008 (CSO 2011)^{xi}. Although emigration increased in the aftermath of the recession, before starting to decrease again since 2013, immigration, albeit at a much lower level, has nonetheless continued (CSO 2015)^{xii}. The scale and pace of Ireland's transformation to a country of inward migration was remarkable, as is the resulting extent of the ethnic diversity present with people of 199 different nationalities, other than Irish, resident here (CSO 2012, p.8)^{xiii}.

Recent figures indicate that there has been a return to net inward migration for Ireland for the first time since the depths of the recession in 2009. There has also been an increase in migrants with Irish nationality arriving in the country. The figure increased from just over 12,000 in the year leading up to April (2015)^o just over 21,000 in the 12 months leading up to April (2016)^r. The combined migration changes resulted in net inward migration of 3,100 in April 2016 compared to net outward migration of 11,600 in the previous year. The vast majority of these immigrants and their families are here legally, working, studying or living in Ireland contributing to Irish society and supporting the growth of the Irish economy.

Key statistics and data that relate to migration to Ireland:

(CSO 2016 statistics^{xiv})

Migration flows and figures:

- There were 79,300 inward migrants in the year to April 2016, compared with 69,300 in the previous year, a rise of 14.4%.
- Outward migrants decreased from 80,900 to 76,200, or by 5.8%, in the year to April 2016.
- The majority of outward migrants were either at work or a student in the period prior to departing, with one in ten (10.4%) being unemployed.
- The combined effect of natural increase and positive net migration resulted in an overall increase in the population of 38,400 bringing the population estimate to 4.67 million in April 2016.
- Ireland is not encountering a large flow of asylum seekers – 946 applicants in 2016. It is envisaged that over the next 24 months the major sources of migrants with (or seeking) international protection in Ireland will be from the cohorts of applicants in the existing system (including those in Direct Provision and those relocated from Lebanon, Greece, Italy and France).
- Ireland has committed to taking 4,000 displaced persons from the Mediterranean.

Refugees and asylum seekers:

- During 2016, in relation to protection, there have been 319 positive recommendations, 1,219 negative recommendations following interview, 468 negative recommendations and/or withdrawals, 5 recommendations to return based on Dublin III regulation and 8 unprocessable applications and 5 adjusted applications.
- According to UNHCR^{xv} there are 11,145 people in Ireland who, in 2015, were either persons of refugee like status or asylum seekers.
 - 6,063 refugees/refugee like status
 - 4,983 asylum seekers
 - 99 Stateless persons
 - Top nationalities are Pakistan, Nigeria, DRC, Somalia, Iraq, Zimbabwe, Albania, Algeria, Syrian, Stateless, Iraq.
- In 2015, Family Reunification for refugees or those with subsidiary protection is disaggregated as follows – 250 applications for a total of 587 dependents. These applications were mainly from Somalis, Syrians, Iraqis, Afghans and Sudanese^{xvi}.

- Ireland has a prevalence of Pakistani nationals similar to other EU Member States but doesn't have the higher prevalence of Syrians, Iraqi and Eritrean refugees as other EU Member States. We also have higher numbers of Nigerian refugees comparatively^{xvii}.

Children:

- There are over 1,400 children currently living in the direct provision system with their families in Ireland^{xviii}.
- The United Nations High Commissioner for Refugees (UNHCR) estimates that 35% of all refugees/migrants that have come through the Mediterranean are children^{xix}.
- A significant number of unaccompanied refugee children are part of this major migration movement, as many as 90,000^{xx}.
- The majority of unaccompanied children arriving in Europe are from Afghanistan, followed by Syria, Eritrea and Iraq, fleeing war, violence and persecution^{xxi}.

Human Trafficking:

- Ireland is a destination and source country for women, men, and children subjected to human trafficking. Foreign trafficking victims identified in Ireland are from Africa, Asia and Eastern Europe^{xxii}.
- Authorities reported an increase in suspected victims from Nigeria and Romania^{xxiii}.
- Trafficking in persons in Ireland remains a largely gendered phenomenon.
- Trafficking for sexual exploitation, which disproportionately affects women, is still the most prevalent form of the practice.
- Additional forms of trafficking which exist in Ireland include for labour exploitation, criminal activities (particularly the cultivation of cannabis and some reports of exploitation in the fishing industry) and for the purpose of sham marriages^{xxiv}.
- Most victims originate from EU Member States, with Romania being the main country of origin.
- The Irish authorities identified 78 suspected trafficking victims in 2015, compared with 46 in 2014. Of the 78 victims^{xxv}:
 - 22 were children, of whom 15 were Irish.
 - 22 victims were from Romania, 13 from Nigeria and the rest from Eastern Europe, Africa, and South Asia.
 - 52 were female, 25 were male, and one was transgender.
 - 48 were potentially exploited in sex trafficking.
 - 28 were exploited in labour trafficking –forced labour in temporary Romanian car washes, forced begging, and forced criminal activity.
 - Two were exploited in both sex and labour trafficking.
 - Seven, including four Nigerians, had previously applied for asylum.
- Authorities did not report how many suspected victims they ultimately confirmed as trafficking victims.

Immigration related detention: prison statistics:

- In 2015, there were 342 committals to prison under immigration law (283 male; 59 female) in relation to 335 detainees. This is a decrease from 2014 when there were 407 committals under immigration law, relating to 390 detainees. The average daily number in custody under immigration law was 4^{xxvi}.
- There is no published breakdown per prison; Cloverhill Prison (male) and Dóchas Centre (female) in Dublin are the prisons most often used for this category of committal^{xxvii}.

Refused permission to land:

- In Ireland, from 2015 to 30 September 2016, a total of 5,946 non-nationals were refused leave to land. In the same period 285 non-nationals from Iraq, Yemen, Syria, Libya, Iran and Eritrea were refused leave to land^{xxviii}.

4. Findings from the consultation: The overall context

This section highlights awareness by participants of the key issues and their key concerns regarding the overall context in which this work is situated.

4.1 National Political Context

The majority of Ngos (non-governmental organisations) were critical of the Government and the lack of political leadership shown in the area of migration, specifically commenting on the perceived slow response to the refugee crisis. A significant number of participants highlighted the need for Ireland and the European Union to begin to address the root causes of the mass movement of people. The majority of civil society groups expressed concerns about the lack of long term planning, without appropriate budgeting for the reality of migration and the present and ongoing crisis. Many were focussed on the present refugee crisis, with conflicts and human rights abuses in countries such as Syria prevalent in the discussions. There was some commentary about the limited external pressure requiring Ireland to take a leadership role, as we are geographically separated from the frontline, suggesting a need for civil society and the public to be strong advocates for action. Others highlighted the need for effective and long term planning to address issues that will become more prevalent in the coming years, such as income inequality in the countries of origin, the impacts of climate change and its increasing links to migration and other key concerns which will impact on future migratory flows. Some discussed the implications of Brexit on our borders and on migration flows and the need to monitor and evaluate this was noted by several civil society organisations.

4.2 The refugee crisis

The refugee crisis was to the foreground of most of the discussions, with both civil society and state actors. It was acknowledged by some that, within the context of the present refugee crisis, Ireland had taken more than its required numbers within the EU. The appointment of a Minister for Migration was welcomed, and the recent visit to Greece by the Minister for Children and by the Tánaiste was evidence for some of their interest in the present crisis.

There was much discussion about the need to accommodate the 4,000 refugees to the highest standards, but also to consider beyond that, in the context of ongoing migration, the increasing numbers trying to access Europe. Only 616 refugees had arrived in Ireland under this programme to October 2016^{xxix}. There was also a discussion by many of our role within the EU and how and what we should be advocating for nationally, but also at EU levels. Many felt that Ireland has a responsibility to advocate for member states to honour their commitments, while addressing further future need. The issue for children within the context of the refugee crisis was also noted, especially those who are unaccompanied.

4.3 Funding (both State and Civil Society)

Many of the participants discussed the difficult financial situation in Ireland. Both civil society organisations and the state agencies highlighted the need for additional funding and resources. In particular, civil society discussed the financial pressure many were experiencing with the pending conclusion of funding from Atlantic Philanthropies and One Foundation. Many of the State actors also discussed the issue of resources, highlighting the existing pressure on mainstream services and issues such as homelessness as pertinent in this context. In addition, the strain on mental health services was raised. All were deemed to be having an impact on the type of service provision and the response(s) being provided.

Many discussed the need for proper allocation of funding and political acceptance that this is an ongoing issue. The need for an increase in the budget allocation was highlighted and a realism that this will continue into the future. The changing context of AMF (Asylum and Migration Fund)^{xxx} with an extended timeframe of three years was complimented by some as a positive recognition within Government of the extensive needs of migrant populations coming to Ireland.

Many of the civil society groups were concerned about their own future and thus concerned about retaining the capacity to provide quality expertise. Many felt that this will impact further on the provision of services and legal representation with further gaps emerging in the coming years. This will be compounded by increasing or changing migration flows, and decreasing capacity of civil society organisations due to decreasing funds.

This changing financial environment has implications for this consultation process and strategy development for the Irish Red Cross. Many of the civil society organisations stressed the instability of their funding base and the impact of this on current and future service provision. This will have a further impact on their ability to advocate in the future. Reducing resources will impact on the ability to shape and frame the narrative. All of this was seen to have implications on what the future context will look like in relation to service provision, policy and advocacy for the area of migration.

5. Findings from the consultation: Key considerations for the Irish Red Cross

This section of the report highlights feedback from interviewees on gaps in current service, key policy and advocacy positions that the Irish Red Cross might explore, and potential strategic alliances for the Irish Red Cross. It highlights key concerns of interviewees and where they considered or suggested a possible role for the organisation. The headline issues outlined in the draft strategy paper were also discussed with interviewees and feedback on same is included in the following content.

5.1 Awareness of the existing role and function of the Irish Red Cross

Interviewees were asked about their relationship and/or awareness of the work of the Irish Red Cross. Overall, there was a very positive response to the Irish Red Cross and its existing and future involvement in the area of migration. There was mixed awareness of its existing role. Most of the civil society organisations perceived the organisation to be a non-governmental organisation working within an international framework. A few knew of its auxiliary and specific role and function, but this was limited and might be something to consider in any future communications strategy. Many were aware of the humanitarian element to the organisation's work, and were aware of its work on the frontline in relation to the refugee crisis, across the European Union.

The majority of participants were aware of the international work of the Red Cross, its presence in war zones and in refugee camps. In the national context, participating civil society organisations, in the majority, knew of the 'Family Tracing' service, with some availing of the service for clients and service users. Any who were aware of the service were very complimentary about its function and capability.

Most, if not all, knew the Irish Red Cross was asked by the Government to coordinate the pledges from the public in the context of the Refugee Crisis. There was very limited knowledge about progress achieved with this work and many were very critical of this, highlighting the need for greater communication by the Irish Red Cross regarding this area of work. This is where the Irish Red Cross was most criticised. Some had a realisation of the State's role in this regard, but there was criticism that the IRC did not communicate the difficulties. There was an expressed interest in further communication on same.

Some mentioned previous governance issues but only a minority of those that did feel issues had been resolved with new management.

When asked, most related any future, extended role to the area of protection. When pressed on this, most responded that this association was due to the Irish Red Cross' role in the field, associating the organisation with refugees primarily. Others highlighted this area as most pressing and relevant due to the current crisis.

The large volunteer base of the Irish Red Cross was highlighted by many as a possible additional resource to the area of migration and the various responses. Without exception, those interviewed stressed that involvement should add value and not be competitive with existing strategies and/or provision. In this light, appreciation was expressed for the consultation process and requests for further dialogue on the strategy to be communicated, when it is agreed.

There were a number of specific recommendations in relation to the internal processes of the Irish Red Cross (see below).

5.2 Communication/public narrative

Overall, interviewees felt there was a role for the Irish Red Cross to frame and participate in the narrative on migration. Many felt that it was a credible organisation, with longstanding regard nationally and internationally, and this would add value to any discussions on migration. Areas for communication suggested by interviewees included raising awareness among the local population on the realities of refugees and asylum seekers, the challenges faced by migrants, and the opportunities global migration presents. A number of organisations expressed the potential of the IRC to raise awareness of the conditions facing people who are affected by conflict and disaster. Others saw the opportunity to use its role as part of a carefully constructed advocacy strategy, where the IRC would commentate strategically and with consideration on a variety of migration issues.

A minority were cautious and questioned the capacity of the organisation to comment nationally, and stressed that any commentary should be 'evidence based' from operational work nationally or in the frontline across the EU. Some questioned the international capacity of the organisation in relation to communications and stressed that this would be a required skillset (especially in light of its specific role) to ensure that its credibility was maintained and not eroded through misjudged commentary.

Many were critical of the organisation, especially in relation to the refugee crisis, for their limited role in communicating the experience from the field work nationally. Many commented on the opportunity to communicate from the frontline, adding to the public's understanding of migration and experiences of migrants. Some saw the role as actively encouraging engagement from the Irish Government in relation to the refugee crisis and influencing the message and narrative by the Irish State and the EU.

Many felt there was an opportunity to communicate progress and success stories in relation to the pledges and public/civilian engagement. It was mentioned that the partnership with Government in the context of resettlement and relocation provided an opportunity for awareness campaigns to communicate to local communities the process and purposes of resettlement and relocation.

Many interviewees strongly advocated increased communications between the Irish Red Cross and civil society organisations. The work of the participating organisations, what the IRC is doing, and key advocacy concerns were highlighted as potential discussion items.

Central to many of the discussions was the rising public anxiety about migration, including Brexit, growing support for anti-immigration parties across Europe, and the central role immigration played in the 2016 U.S. election. Although the narrative and experience is different in Ireland, it was suggested that the international context could influence the debate here; for example, it may have a negative impact upon national policy, the debate and subsequent responses to migration. One interviewee mentioned the work of the Social Change Initiative^{xxxi} in exploring attitudes to migration by the public and research conducted to inform communication strategies. This was suggested as a possible future collaboration in the Republic of Ireland.

5.3 Advocacy

Many of the interviewees across civil society, State and internal IRC participants believed that the Irish Red Cross could play a role as a key advocate in the area of migration. Many interviewees felt that the present relationship between the State and civil society was very conflictual and that the IRC would be seen as a neutral, credible voice, more 'insider than outsider'. A few interviewees did again raise the need for high levels of 'political expertise' in this context and questioned if this was available internally.

The need to define advocacy and ensure it would be evidence based was raised by a few participants. One interviewee commented that it was a difficult role, with limited role models (Combat Poverty, NCCRI historically) and suggested that being one of the few in this role would increase the challenges and the need for expertise.

Again a minority expressed the need for the advocacy to be evidence based through operational practice or expert input. Many commentators highlighted the use of research to address emerging migrant issues or issues requiring policy change as an important strategy. Potential was seen for advocacy in areas where other civil society organisations would not have access to, such as the monitoring of airport, prisons and/or state accommodation.

Many associated the Irish Red Cross with families and highlighted the potential advocacy role in relation to the restrictions for family reunification on foot of a new legislative framework. The opportunity to work in partnership with civil society organisations in monitoring the impact and advocating for the required changes was also suggested.

Interviewees felt the tone was crucial for the 'insider' role, supported with a strong evidence base, consultation with Ngos to ensure added value and consistent and continual communication with the State to ensure no surprises and maximising effectiveness. Many felt that if developing an advocacy role knowledge of issues of concern (as stated above) could be part of the advocacy strategy, even if the IRC is not working directly on these issues. It was suggested that issues could be communicated through some sort of civil society forum with the Irish Red Cross.

An example of advocacy suggested was the opinion that there was a need for Ireland, and other EU Member States, to move away from such approaches as those engendered in the EU-Turkey deal. They seek to 'push back' people in desperate situations into further uncertainty; a situation that restricts options and rights and presents opportunities for potential human rights abuses. Instead, it was stated that the focus should be on expanded paths of legal migration and this is something that the Irish Red Cross could advocate for nationally and internationally.

The overall impression, internally and externally, by civil society and State, was that there is a potential role for the Irish Red Cross in advocacy. Some commented on the potential for this role as a result of the unique knowledge base that the IRC has, due to its working relationship with the State.

Some interviewees mentioned the lack of accurate information used by civil society to communicate and lobby on issues, and that the IRC is in a unique position in this regard. Shared experience from other Red Cross organisations (i.e. UK) was highlighted as a potential opportunity and strength for developing and defining advocacy for the organisation. This could include developing a process for prioritisation, a strategy and the identification of necessary skills and capacity in order to be successful.

5.4 Integration and Racism

This was an area where the majority of external interviewees saw a role for the Irish Red Cross, connected to its work on pledges and its role within the context of resettlement and relocation programmes. The majority of interviewees expressed frustration with this area of provision and policy, communicating a desire to define what this means nationally and locally and make sure resources are allocated to ensure better outcomes. Many felt that Ireland hadn't grasped what integration means nationally and was only playing 'lip service' to it, with potential negative consequences in due course.

The need for greater, systemic and organised responses to the integration needs of refugees and migrants arriving in local communities was noted. It was proposed that these responses should be not only in practical terms to meet with immediate needs (language and translation, housing, skills development and recognition, education opportunities) but also the needs of the society or community as whole, involving local communities.

The vulnerability of those coming through the relocation programme was emphasised in this context, highlighting the intense needs of some of the refugees and the need to properly invest in the local communities that will be accommodating these families. Within this vulnerable group, the specific needs of women were highlighted, with heightened concerns in relation to language proficiency and the barriers that this will present in the short and longer term.

Actors from civil society and the State highlighted the issue of integration as an issue for Ireland now and in the future. The challenge of fostering connections between those from newer communities and those from the receiving communities was seen as vitally important. It was noted by some that integration at the level of community is already bringing challenges and those challenges will grow unless a systematic, effective, well-resourced and focussed integration approach is developed. International experience has shown that governments need to see to their capacity to ensure the integration and security of those who have already arrived and communicate the effectiveness of existing processes/approaches.

Those with experience with integration efforts (and knowledge of practice throughout the EU) would suggest that successful integration for the newest arrivals will not be easy. It was suggested by one interviewee that those (under relocation) choosing to come to Ireland had high support needs. It was suggested by many that extensive investments of political, financial, and intellectual capital, and dedicated and prolonged attention from policymakers, will be needed for the foreseeable future.

There was criticism of the State, by civil society, for their lack of understanding of the capacity of local communities and in providing support to leaders to be involved in the integration of migrant communities/families. There was criticism of the delay in publishing an Integration Strategy (subsequently published)^{xxxii}, with many fearing that it would be progressed without clear indicators and resources allocated for its implementation. These fears seem to have been realised and those who were interviewed after its publication highlighted the lack of definitive targets or budget allocation. Some interviewees were particularly critical that refugees and asylum-seekers were not included as a target group in the strategy.

A number of State and civil society organisations highlighted the need to document and/or explore good or 'promising practice' models from other countries that might be applicable nationally. There were a number of suggestions that this might be a role for the Irish Red Cross, drawing on work and 'promising practice' from other countries that they are working in. Sharing experiences and good practice from Red Cross work internationally was mentioned a few times by participants, both civil society and State. The latter were specifically interested in integration strategies and models. A number of actors believed the Red Cross internationally has a model of good practice in relation to managing reception centres and monitoring at airports and in prisons. These were highlighted as possible pieces of work that the Irish Red Cross could consider; they were deemed to be gaps here and the IRC's specific role and relationship to Government could facilitate changing this.

Only a minority of participants raised racism in Ireland as an issue. However, this was not tested against the strategy as it is not named in that document. Those who did describe it as an issue expressed huge concern about the increasing levels, and the limited infrastructure to respond effectively.

The Immigrant Council of Ireland (ICI) highlighted the increasing number of racist incidents reported to them in Ireland. The reported incidents include verbal harassment, physical violence and property damage and the ICI advised that many are not reported to the Gardaí. The organisation also reported an increase in discrimination for the Muslim community. They highlighted another report, launched (February 2017) on incidents of racism in the context of social housing^{xxxiii}. The organisation suggests that the high number of reports indicates an ongoing pattern of racism, particularly those which have escalated to violence over a period of time^{xxxiv}.

Others raised it in relation to accessing services and accommodation. They expressed concern about perceptions about who was 'entitled' to services, the 'deserving and undeserving' with prejudice possibly informing and influencing provision.

One participant expressed concern regarding the changing narrative and perceived it to be evidence of emerging levels of racism in Ireland.

The organisations did not specifically advocate a role for the Irish Red Cross in this context but rather communicated the need for greater engagement by all stakeholders. The ICI advocated the need for robust legislation on hate crime, awareness campaigns, and work with relevant agencies to ensure appropriate responses.

5.5 Migrant Children

According to some interviewees, children affected by migration, face particular difficulties and barriers. The failure to consider the individual rights and needs of children in Ireland's immigration system was mentioned by a number of organisations. The Immigrant Council of Ireland were critical of Ireland's migration-related legislation, policy and practice, in that it lacks a child-sensitive lens and therefore fails to take into account the specific needs of migrant children and young people. The ICI were of the view that the immigration status of a child lacks clarity, consistency and transparency, which can result in practical difficulties for children^{xxxv}. It was further noted that children in the care of the State, who may not have parents on whose status they can rely, are not formally catered for under Irish immigration law or administrative arrangements. The number of migrant children displaced was noted, and issues of grave concern highlighted for those unaccompanied. Issues for children in Direct Provision were also highlighted (see below), with both State and civil society providers raising a number of concerns.

A number of civil society organisations working with migrant rights and directly with children and children's organisations have been funded to progress policy work in this area. It was suggested if the Irish Red Cross was to develop an advocacy role, awareness of the issues for children would be an advantage. The Children's Rights Alliance have been funded to work on issues related to Direct Provision, resettlement and relocation programmes, integration strategies, development of national standards and child-proofing Ireland's legislative framework. The ICI will also be advocating for the implementation of the recommendations in its recent report, advocating immigration reform with a children's perspective within the existing and future legislative framework.

5.6 Information provision

The provision of quality, accessible information was highlighted by a number of organisations as a potential issue, generally, and as a potential role for the Irish Red Cross. Many interviewees did suggest that this was an area where there were a lot of players. However, there were a number of gaps highlighted.

Firstly, the need to coordinate the provision of information across organisations, to explore what is the existing provision, and by whom. An additional coordination was proposed, ensuring quality and consistency of provision, and to resource greater applicability accessibility, such as development of an app, wider range of languages etc.

Secondly, the relevance of the changing landscape in terms of existing provision and expertise. Participants mentioned the increased need for quality information as they respond to increasing complexities, while the capacity to respond by civil society was decreasing, and would continue to decrease, due to available funding. It was also noted that certain areas will have increasing demand for facilitated access to information and services (e.g. Munster Region) with resettlement and relocation programmes. There was a need for ongoing analysis of informational needs in advance so services could adapt the existing provision to services user's needs.

The need for integrated provision of information, legal support and case work was advocated, due to the complexity of many of the experiences.

In addition to the comments made in relation to information provision, there were also concerns expressed about the lack of information from the State regarding the relocation programme and future allocations.

In the context of the relocation programme, one participant suggested a partnership with the Irish Red Cross (on the frontline), civil society (with legal and relevant information capacity) and the Irish State. This was related to the information flow from the State to those located in 'hotspots' about Ireland as a potential destination country. It was suggested that the programme of work could monitor the information flow from Ireland to the camps and vice versa. Through the work on the ground, the Irish Red Cross could liaise with groups and evaluate information from the State and civil society and feedback on same.

Internally, the need to have sufficient information to provide a signposting service for migrants contacting the Irish Red Cross was highlighted. In addition, those working locally highlighted the lack of or limited provision in some of the areas that refugees are being located to and highlighted this as an issue for consideration.

5.7 Access to Justice

This was raised as a concern by a number of interviewees, especially those providing legal services. Access to justice was deemed to include the awareness of rights, the right to an effective remedy, fair trial and legal aid to those who lack sufficient resources. There were concerns expressed about existing provision being inadequate, with further concern that on the civil society side, a further decrease in capacity is expected, due to the diminishing funding base. The lack of immigration reform, with high levels of bureaucracy, refusal of applications and lack of clarity in the system, was named by many interviewees. A delay in legislative reform was highlighted as creating difficulties for many migrants trying to navigate the Irish system. There were concerns expressed about how the International Protection Act will be implemented and the impact of a more restrictive context in the future. A number of interviewees raised concerns such as initial delays due to a backlog, restricted family reunification due to a limited definition and the extended powers of detention. Significant provisions relating to migrant children's rights are contained in the new law and the need to monitor this was raised. Provision of legal information, advice and representation was deemed to be vitally important in this context.

This was not an area necessarily highlighted as a role for the Irish Red Cross but generally as a huge area of concern. It was suggested that this specific expertise might not be an area for development in relation to service provision, but that the concerns might influence policy positions and any advocacy strategy progressed by the organisation.

5.8 Humanitarian Visas, Public/Private Sponsorship

Interest was expressed regarding the development of increased options for 'humanitarian visas' that are specific to the current crisis, such as updated versions of the now ended SHAP (Syrian Humanitarian Assistance Programme^{xxxvi}). There were repeated calls for an expanded version of the SHAP to be reintroduced, with more nationalities qualifying and relaxed onus on high financial resource thresholds which could be supported by a private/public programme of support (such as the Canadian Model). It was noted that improving collaboration between civil society and governments, migrants and the general public requires planning and sponsorship and that the private/public sponsorship as a possible model was worth exploring nationally.

Some participants saw the Irish Red Cross as a player in terms of advocating for a public/private sponsorship scheme linked to the pledges work. It was perceived by some that officially, there was no public appetite for this. There was a suggestion that the Irish Red Cross could explore this further and if they found a positive response they could advocate for the progression of such a model.

It was suggested by one interviewee that, in addition to potential relocation cases from 'hotspots', it would be great if pledges of accommodation in Ireland could in some way be matched to applications for family reunification by Syrians/Irish citizens in Ireland with their family in Syria, where the family in Ireland do not currently have enough accommodation and/or funds.

There were a number of suggestions that the Irish Red Cross could also receive pledges of financial support/fundraise to assist with family reunification applications.

5.9 Resettlement/Relocation

Many interviewees believed that those arriving in Ireland through the UNHCR resettlement programme have the majority of their material needs resourced, noting they receive the same access to social protection mechanisms as Irish citizens. It was also noted that resettled refugees are not accommodated in Direct Provision, and are housed within three to four months.

There was a perception that communications with both programmes of resettlement and relocation communities could be improved, but especially with regard to the latter. The recent experience with Ballyandreen highlighted for many the need to communicate in advance and more proactively with community leaders and opinion formers and to provide additional resources to the affected community.

Many participants highlighted the need to document and evaluate good practice and learning for replication throughout the country with regard to relocation and resettlement. It was noted that the Government's response(s) to resettlement and relocation (presently separate programmes) will be merged under the same department for future purposes due to internal personnel changes. It was perceived that this might encourage equality of provision across programmes.

Many discussed the issues for refugees *en route* and the implications for responses on the ground in terms of relocation and/or resettlement. Concerns about gender based violence and child protection issues *en route* and in the camps were raised and the need for expertise to be present in any national response. Training in relation to trauma and the need to be aware of the break in children's education, affecting literacy and resulting in language deficiencies, was also proposed for any response locally. Additional vulnerabilities for young women/mothers travelling to Ireland and extra challenges in relation to integration were also raised by a number of participants.

The inequality across the various responses (resettlement and relocation) was mentioned by the majority of civil society organisations. As was the need to ensure equality of provision across various categories of migrants, learning from previous experiences.

The volunteer base of the Irish Red Cross was seen as a valuable, additional resource in this context by some of the interviewees. Suggested activities included providing assistance to create initial contacts with the local community, adjusting to the culture, customs and traditions of the host population, and in creating a new social network.

5.10 Human Trafficking

Nationally the following issues were raised and noted as areas for advocacy:

- The lack of access to sufficient legal representation.
- No access to compensation.
- Identification procedures linked to police investigation.
- Inadequate safe housing for victims.

Ireland's identification system was criticised as it is based in administrative immigration arrangements, rather than in law^{xxxvii}.

Asylum-seekers, EU nationals and Irish nationals are excluded from the benefit of identification, in a discriminatory manner, which was deemed to fail to respect their rights^{xxxviii}. Failures or delays in identifying victims of trafficking were highlighted as leading to further trauma for the victims. The arrangements were further criticised for not having special identification guidelines for child victims. The need to advocate for a National Rapporteur to ensure effective monitoring of the Government's response was also noted.

However, there wasn't a specific role envisaged in this area for the Irish Red Cross. Interviewees often did not have a comment, not knowing the area well enough. Those that worked in this area perceived that there was sufficient provision and advocacy, with perhaps a need for more resources to those already operating in this space.

However, particular attention was drawn to the recent report, '*Hidden Struggles*', launched by the Immigrant Council of Ireland^{xxxix} on the experiences of women in relation to sexual and gender based violence in the refugee camps. The recommendations stressed the need to ensure awareness of the specific responses needed in any national/local response. A suggestion was that the Irish Red Cross could lead on gender based violence,

ensuring a response at the frontline (with training and support for frontline workers and volunteers) and work in partnership with specialists nationally (Dublin Rape Crisis Centre/The Immigrant Council of Ireland), to ensure this lens is part of any resettlement and relocation programme.

5.11 Immigration Related Detention

Detention for immigration purposes is sometimes referred to as administrative detention as it is detention without a conviction, and usually takes place in order that a further administrative measure can take place (i.e. deportation or expulsion). In Ireland, a range of statutory detention powers are available to authorise the detention in Garda Síochána stations and in prisons. Those detained include migrants refused permission to land, applicants for asylum and people due to be deported. People detained for immigration reasons are a particularly disadvantaged group, away from the public eye. They may not have access to services which have been made available for immigrants, and they may not be made aware of their rights and entitlements or may not be able to exercise them because of language and/or literacy difficulties. They may also experience problems due to cultural differences. These issues are compounded for detainees who are not entitled to legal aid. Although the Irish authorities place comparatively few people in immigration detention, Ireland is one of the only countries in Europe that uses its criminal prison system for migration-related detention. Also, Ireland and the United Kingdom are the only European Union countries that do not apply the Returns Directive, which contains important provisions regulating immigration detention. When prompted, many felt that there was a role for the Irish Red Cross in this area. It was definitely perceived as a gap by the majority of interviewees.

Some felt numbers were very small and that it wasn't really an issue in Ireland, but thought that it might be in the future. Historically, the Irish Penal Reform Trust, the Irish Refugee Council and the Immigrant Council of Ireland did a piece of research in the area^{xi} and NASC (the Irish Immigrant Support Centre) has a report that is forthcoming. UNHCR have been discussing possible work with some of the prison authorities and report an interest and openness to collaboration and further discussion on same.

Some interviewees raised the issue of immigration related detention when related to refusal of leave to land. There were a number of concerns about the possibility that those who might have a right to asylum were not being given permission to land and access to the relevant legal representation. There were concerns that prisoners can be deported without access to legal advice, information or interpreters. In the past, the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT) have also raised concerns^{xli}.

One participant thought a potential monitoring and observation role in this area could be very important, in the context that this is now outsourced to civilians, and no longer falls under the oversight of GSOC (Garda Ombudsman). Issues that were raised related to the provision of procedural safeguards, provision of information, linguistic and legal assistance, access to effective remedies, human rights training for staff and advocating for the provision of an independent Inspectorate.

In this context, right of access to medical care was raised by one organisation as a potential additional area of provision for the Irish Red Cross and possible advocacy in relation to its provision in law.

Additionally, if the Irish Red Cross were to have a role in prisons and/or at the airports/ports, training on the indicators of human trafficking was highlighted as advantageous and another potential area for collaboration between State, IRC and civil society.

The work of the Austrian Red Cross gives an example of a national societies work in this field. It provides the authorities with a humanitarian perspective on the impact of immigration detention and works to persuade governments, public authorities and decision makers to act in the interests of vulnerable people in detention. The Australian Society provides access to services within immigration detention, monitors the conditions at immigration detention facilities and raises any issues of concern with the Government^{xlii}.

Some interviewees were aware of the existing work of the Irish Red Cross in prisons and believed that this might be a good context for extending this role. Some were aware of the current role of the Irish Red Cross in welcoming refugees at the airport, and wondered if that could be extended.

5.12 Access to Housing and vulnerability to homelessness

Migrant homelessness was highlighted as increasingly more visible for some of the organisations who were interviewed. Historically, the groups would have noted failed asylum seekers and other undocumented migrants appearing among their services including single men who had come to work and found themselves unemployed, or didn't bring sufficient resources while finding employment and a place to live. According to those interviewed, many choose not to return home for a variety of reasons. Some noted new trends, where migrant families were homeless or vulnerable to homelessness, and also an increasing trend of those with Irish citizenship presenting to their services^{xliii}.

Access to housing was also highlighted as an area where an immigration decision may have unintended consequences for people's lives. Some are not eligible to apply for social housing and are therefore, also not eligible for the new Housing Assistance Payment (HAP) scheme^{xliv}. Furthermore, to be eligible to receive rent allowance, migrants must hold legal residence permission. Therefore, those who don't have secure immigration status can face serious difficulties in finding affordable housing.

Some of the participants interviewed also perceived prejudice and a lack of social networks as factors in the increased risk of migrants to homelessness. It was noted that migrants are highly represented in the privately rented accommodation sector, where there is a heightened vulnerability of the risk of homelessness. Family breakdown was identified by one interviewee as a key factor causing homelessness among migrant women. Another participant highlighted long term accommodation for programme and resettled refugees as an issue, where present provision was temporary and without long term security.

The work of the Irish Red Cross in relation to the pledges and the accommodation aspect of this work were deemed to present further opportunities for other categories of migrants (e.g. those transitionally out of Direct Provision, victims of human trafficking, undocumented, homeless and/or those experiencing destitution). The homeless organisations interviewed expressed interest in collaboration where the Irish Red Cross would provide aspects of provision for this cohort, something that is not presently within the remit of the organisation.

There was a perception by those working in this area, and within the Irish Red Cross, that a 'structured' approach to the housing crisis could provide solutions that would impact on migrant populations. A number of agencies were interested in being part of a solution in this regard and in partnering with the Irish Red Cross.

5.13 Direct Provision

There were varying views about Direct Provision. Many civil society organisations calling for the abolition of Direct Provision as the ultimate goal with some IGOs(Intergovernmental Organisations) and State interviewees deeming this to be unrealistic. Some of the latter category felt the direct provision system to be of acceptable quality, especially in the context of the wider EU provisions. Despite these differences, most people interviewed who commented on the direct provision system agreed with the implementation of the Mahon report^{xlv} and the report's recommendations.

The issue of children in the system of Direct Provision was raised as an area of concern. Ngos highlighted the lack of response to the specific needs of children living in the direct provision system despite the high numbers accommodated there. The Special Rapporteur on Child Protection, Geoffrey Shannon, has deemed Direct Provision an interference in family life because of the crowded conditions that families are forced to live in^{xlvi}. One participant referenced a court case in Northern Ireland in which a judge ruled that a Sudanese family should not be sent back to the Republic's direct provision system because it was contrary to the best interests of the children^{xlvii}. HIQA's 2015 report^{xlviii} was also raised, highlighting that children do not have enough clothes or toys, nor get the experience of play or normal family life, with children forced to share communal bathrooms with strangers and parents being unable to care for their children due to their deteriorating mental health. The report

also found that children were exposed to child protection risks by living within this system including inappropriate contact with adults, accidental injuries due to cramped living conditions and children exposed to physical abuse, domestic violence and violence between residents .

Many highlighted the lack of support for people transitioning out of DP and noted that investment at this level would be cost effective in the longer term. The accommodation needs of this group were mentioned by a number of organisations and the potential role for the Irish Red Cross in this regard was noted. The challenges of transition from Direct Provision due to the extended stay and potential dependency from an extended timeframe was expressed by a number of interviewees. It was acknowledged that this is a group that has access to employment, services and social protection mechanisms (as per Irish Citizens) but further suggested that they are in need of support to transition from institutional living to independence.

A number of groups have been funded by the State (under the AMF) to progress these supports (the Irish Refugee Council, Doras Luimni). Both expressed an interest in exploring strategic relationships with the IRC regarding same.

A monitoring role was also suggested in relation to state provision of accommodation, ensuring the developing of national standards and the implementation of same.

A further suggestion highlighted the possibility that the programme run in prisons could be extended to other contexts. Direct Provision was given as an example.

A number of interviewees raised the issue of Reception Centres for asylum seekers and refugees and the Irish Red Cross' potential role in the provision of this service. The provision by the Red Cross in countries such as Belgium^{xlix} and Austria^l were given as examples that could be drawn on. However, contrary to this, a number of interviewees when asked urged caution as they felt that in the Irish context this provision could cause reputational damage to the organisation. This service was deemed by some to be very intensive in terms of resourcing, with huge issues in terms of management and quality provision.

5.14 Access to Healthcare

The increasing health needs for those coming to Ireland as asylum seekers or refugees was noted by a few civil society organisations. The increasing health needs were attributed to the impacts of war, long and difficult journeys, and extended lengths in refugee camps. Access to health care for all migrants, irrespective of their legal status, is a particular concern of national Red Cross societies, globally. It also builds on the work and volunteer base of the national structure.

However, in the national context, there was limited discussion by external interviewees, or identified need for a focus on this area. When discussed, with the context of resettlement and relocation, it was felt that the needs of participants were met through the existing health system. Some discussion with homeless agencies did highlight wider categories of migrants who are homeless, destitute, undocumented and that this might be an area where access to healthcare is an issue. This would need further exploration; research in the area might be opportune.

Despite the increasing number of migrants presenting in homeless services and/or with a vulnerability to homelessness, providing humanitarian assistance to destitute asylum seekers and refugees did not arise as a potential area in this context. Again, this may be an area worthy of further exploration with a different range of agencies. Many of those interviewed had migration as their primary focus. Perhaps this is an area of work to explore further with those who are working with destitution generally and/or poverty related areas.

One external stakeholder did raise the area of health as an emerging issue, and suggested the provision of information about health in the context of the arrivals at airport and ports.

Internationally, this was seen as an area of emerging need. As the IRC are represented on the Government Taskforce they have more information than others working in the area. Issues raised through this forum and in conversations with the HSE would indicate that those coming through the relocation programme are being

identified due to their vulnerabilities (which possibility include health challenges) at a time when the health system is under immense pressure. This was seen internationally as an area where the IRC could commission further research to explore the issues and required responses.

5.15 Co-ordination of external structures and co-operation

In a context where people fleeing war, terrorism, human rights abuses, climate change and poverty will take whatever means are available to them to travel, however dangerous, many believe that the expansion and strengthening of legal migration channels, coupled with an increased investment in integration and close cooperation between state and non-state actors, is the futureⁱ.

The need for greater collaboration and cooperation between State authorities, civil society and community activists was raised by most actors. Some felt that the Irish Red Cross could have a significant role in this, especially as it is represented on the Government Taskforce. Some questioned the organisation's mandate and questioned accountability as it doesn't have members to report back to. Others felt that the State should communicate directly with civil society and others, not creating another tier or layer of administration.

Caution was expressed generally, internally and externally, about any one stakeholder leading on this. However, it was deemed advantageous for groups to work together, creating a stronger voice and a diversity of representation on the various issues.

The Immigrant Council of Ireland is specifically considering a forum to facilitate a new model of engagement which can shape a future where all stakeholders have a part to play in responding to the needs of refugees and migrants in transit and when they arrive in local communities. This has been funded for a two year period. The ICI suggested possible collaboration with the Irish Red Cross (and others) on this programme of work.

5.16 Internal Structures

There was a discussion about resources and the need to prioritise the feedback and relevant recommendations from the consultation. This was seen as a piece of work to be progressed by the strategy group on migration, the senior staff team, the migration team, the Head of International Relations and Cooperation and the Secretary General. It was suggested that learning from the international work of the Red Cross on the ground where interventions add value, have clarity in what they do and don't do could be applied nationally in a clear plan of engagement.

In relation to representation of migrants and empowerment of leaders, it was suggested that the Irish Red Cross could play a role. It was mentioned by a number of organisations that there is an opportunity to recruit those who have arrived in Ireland as volunteers in the organisation, providing specific supports and programmes to encourage participation are put in place. It was suggested that this might be very relevant to migrant youth arriving in Ireland.

The Irish Red Cross work with young people and its partnerships, including with the Department of Children and Youth Affairs, was suggested as an area of opportunity. The extension of work with children and youth was suggested as a possible strategy to help change mind-sets, attitudes and behaviours towards migrants within their local communities.

It was also suggested that if the Irish Red Cross develop a leading role in the area of migration this might need a new internal structure with a specific unit managing and coordinating its efforts.

6. Conclusions and Recommendations

The research findings allow us to draw a number of top-line recommendations for consideration when developing a strategy on migration for the Irish Red Cross.

Firstly, to reflect that there was a great willingness to engage fully with the consultation process by all actors, internally and externally, civil society and State. There was a comprehensive understanding of the wider issues of migration by interviewees, and a deep concern to ensure that Ireland responds effectively to its changing demographics and the changing nature of migration (inclusive of the refugee crisis).

There was a positive response to the existing work of the Irish Red Cross and its developing role in the area of migration. It was considered vital that this work would build on the existing expertise of the organisation and not compete with any of the existing provisions, but add value where there are gaps.

The changing external environment was highlighted as a context in which the IRC may have to continue to assess and evaluate its role. Changes in relation to migration flows, evidenced by the recent refugee crisis, and the unstable financial context that many organisations are working in emerged as key challenges.

Within this difficult external environment it was envisaged that the IRC could play a strong communications and advocacy role, building on its credibility, history and international experience.

6.1 Key recommendations

Introduction

The key recommendations are based on suggested areas for consideration raised by those participating in the research. Some of the recommendations were proposed as required areas of attention or expressed need, rather than being specific to the Irish Red Cross. This is most obvious in the section on current and expected service gaps below. Many of the recommendations, however, are specific to the Irish Red Cross, but made without knowledge of current activities. Therefore, recommendations made necessarily link to work that is already being progressed and actioned by the IRC. They are also expressed without any in-depth knowledge of the limitations for the IRC in this regard.

Some of the recommendations were also communicated to other consultants who were conducting situational reviews (for the Tomar Foundation and for the Immigrant Council of Ireland). It might be opportune to have a further discussion with both on what they will include in their future strategies to ensure no overlap and to maximise any potential collaboration.

Funding was consistently expressed as an issue and a factor in a continually changing landscape. This also may have implications for the future gaps as many civil society organisations were unsure of their future provision due to decreasing funding. Regular dialogue with other organisations working in the area of migration would inform future considerations and inform any evaluation of the IRC's work and ongoing activities.

Recommendations are outlined under the two main headings for the exploration: current and expected service gaps and potential advocacy and policy development positions for consideration. Recommendations on the third area, relating to potential strategic alliances, are threaded throughout with some specific areas also highlighted.

Funding and available resources were not considered as part of the process, and the recommendations are not prioritised. They are a reflection of the feedback and form a basis for internal discussion as the IRC considers its strategy in the area of migration.

Recommendations: Current and expected service gaps in the Irish migration sector

Integration

- To use the national expertise, staff and volunteer infrastructure of the IRC, to consider working with key stakeholders locally to ensure a robust response (including language provision, access to housing, access to healthcare, skills development and recognition, access to education).
- To share research of 'promising practices' nationally. The IRC to access research and models internationally from other Societies and disseminate in the national context, especially in the area of Integration (but not exclusively).
- To consider anti-racism as part of overall integration strategy, working with local groups to counter any existing or potential racism.
- To consider an evaluative process to document and assess the effectiveness of local activities in the area of integration, to develop good practice models on same and include communication of the learning within any strategy.

Information Provision

- To conduct a needs analysis on what information is being provided and by whom. Coordination by the range of stakeholders in this context was recommended to ensure the provision of quality information, minimising overlap and duplication.
- To consider information sharing on the Government's strategy and implementation plan in relation to relocation and resettlement as part of any future communications strategy.
- To maximise its role and work with regard to information sharing from the national to the frontline (i.e. refugee camps). This would involve partnering the State and civil society in information provision on Ireland as a 'relocation' destination, evaluating the effectiveness of same and working to adapt provision where required.

Resettlement and Relocation programmes

- To consider this as a key area of work linked to the 'pledges. Staff and volunteers to work with local infrastructure and the State providers to ensure a robust integration programme for resettled and relocated refugees, focussing on where there are gaps.
- To consider extending and encouraging the volunteer base of the IRC to provide additional resources such as initial contacts with local community, support in adjusting to the culture, signposting to relevant services and support in accessing/creating a new social network.
- Ensure that the national asylum process and relocation mechanisms are underpinned by clearly demarcated pathways, with adequate information and advice mechanisms in place in relation to child protection, trauma and gender based violence. This could be done in collaboration with organisations doing this work like the Dublin Rape Crisis Centre, the Immigrant Council of Ireland, etc. This could be extended to consider trauma and its implications for any response within these programmes.

Public/Private Sponsorship

- Potential role in collaboration with others, linked to the 'pledges programme'. This would include initial exploration with the relevant bodies on what a national public/private sponsorship programme might envisage. This could include exploration of international models, exploration on political interest and whether there is funding to invest in an infrastructure to develop this in the national context.
- Extension of remit of 'pledges programme' to provide financial support to assist with family reunification applications.

Immigration Related Detention

- The IRC to consider extending its work to include monitoring and provision of information, advice and representation to migrants in prisons and those detained at the airport. It might also include provision of procedural safeguards and access to effective remedies.
- The IRC to consider its role in advocating on all the above and providing the relevant authorities with a humanitarian perspective on the impact of immigration related detention. This work should be done in partnership with organisations who provide legal services, either to partner the provision, or to upskill staff and volunteers for a role in this context. It might also include human rights training for prison staff and again this might be in collaboration with others.
- The IRC to consider extending its role and presence at the airports and ports as an independent observer and again providing information, advice and access to legal representation to those who are refused 'leave to land' but may have rights under international and national law.

Access to housing and accommodation

- To consider extending its work on accommodation to a wider range of migrants including homeless or vulnerable to same, victims of gender based violence/trafficking, those transitioning out of Direct Provision. Extended collaboration with the public and key agencies within this context is recommended.
- To consider involvement in developing and managing reception centres, considering the work of its international partners and the development and application of 'promising practice' nationally.
- To consider its role in supporting residents of Direct Provision who are transitioning into the community. This could be done in partnership with the Irish Refugee Council and Doras Luimní and especially where there are geographical gaps relating to provision of supports.
- The IRC could also consider a monitoring role in this context and in other state provided accommodation relevant to migrants, including Direct Provision.

Recommendations: Policy and advocacy positions that the Irish Red Cross might explore

Initially, interviewees were asked about the specific role of the Irish Red Cross and any implications for a future role in advocacy or communications. This was further explored in relation to gaps in advocacy and the debate on migration, and how interviewees perceived the existing and potential roles of the Irish Red Cross.

Advocacy

To consider the advocacy role of the IRC in developing a strategy, implementation plan and evaluative mechanisms in relation to the following:

- Define advocacy and develop a strategy of priorities based on a robust 'evidence base' through its international and national experience, expert input and commissioning of research.
- Conduct a skills audit to assess the internal capacity for research, policy development and representation of this new role/function.
- Consider the role of 'evidence' within its advocacy and communications strategies, and devise and process and prioritise areas for same. A number of research areas could be considered:
 - Research on attitudes to migration to assist the IRC and others in framing the narrative and in the development of messaging.
 - Research and evaluation of relocation strategies and implementation and communication of same to key stakeholders.
 - 'Promising practice' from other Societies on integration models and practice.
 - Research on the emerging health needs of migrants (perhaps with an emphasis on refugees through the relocation programme initially) and the capacity of the health services to respond appropriately.

- Ongoing communication with civil society was recommended to ensure full awareness of key issues of concern that might inform the IRC's advocacy strategy.
- Play a coordinating role which would comprise of sharing information between Government and civil society and other key stakeholders. This is a complex position and it is recommended that the IRC consider its skills base for such a role. It was suggested that a structured, coordinated approach, with key stakeholders, could be initially convened by the IRC, but that future involvement would be as a participant and in a leading role.
- To ensure Ireland plays its part and advocates responsibility at an EU level, focussing on international law and obligations by sharing its frontline, international experience and adding this perspective to the advocacy work.

Potential advocacy themes: In addition to the themes and areas mentioned above – additional areas were raised as potential priority areas for any advocacy strategy for the Irish Red Cross.

These included:

Funding – To include funding as an issue for discussion and advocate for sufficient and realistic allocation at State level.

Migrant Children – As there is sufficient support and activity in this context (Children Rights Alliance and others) it is recommended that IRC ensures ongoing dialogue with the groups involved and sufficient awareness of the issues at hand.

Human trafficking – If the IRC extends its role to areas like detention, the airport and/or accommodation such as Direct Provision, internal training and capacity building on human trafficking should be undertaken to ensure that staff are aware of the relevant indicators and able to provide signposting to the relevant organisations. This could be done in collaboration with organisations like the ICI and Ruhama.

Access to Justice – To include in its advocacy priorities issues relating to access to justice and legislative reform. Areas for consideration include the lack of sufficient legislative framework for wider migration, changing and more restrictive legislation in the area of protection, and insufficient provision of legal information, advice and representation in this context. Awareness of this and collaboration with relevant organisations in relation to advocacy might be the role for the IRC in this regard.

Additionally, there are a number of areas that the Irish Red Cross could advocate on in relation to gaps in the legislative framework (Immigration Bill) and changing legislation (International Protection Act). Issues in relation to families (linked to family tracing) might be considered as part of any advocacy plan or prioritisation of issues.

Communications -The IRC to develop a communications strategy with internal and external components, which might include:

- Develop and extend its communication function; it might be opportune to conduct a capacity and skills audit to support any developing communications strategy and plan.
- In relation to framing and influencing the narrative, consider adding its international and national experience to the debate.
- Communicate progress on the work in relation to the 'pledges programme' and consider positive stories to communicate as part of this strategy.
- Increase the level of outreach with civil society organisations working on migration, to discuss their advocacy priorities and communicate the IRC strategy. This could include information on its auxiliary role and the implications of this for the work and future strategy.

Recommendations: Issues for consideration internally – Internal Structure

As with any organisation considering extending or changing its role, there were a number of recommendations relevant to this.

- Development of a specific unit to oversee and manage the implementation of the agreed strategy on migration for the IRC.
- As with any new emerging area of work and recruitment of new staff, the IRC to conduct a skills audit in relation to any recommendations adopted in the new strategy. The findings of the analysis would then inform any future recruitment of staff and volunteers, internal training and development of policies. This would assist in ensuring that the staff and volunteers of IRC are enabled and resourced to meet the new and emerging demands of the work.
- Actively recruit volunteers with migrant background to the volunteer programme.
- The inclusion of racism could be considered as a specific element within the developing strategy. Training on issues of racism and discrimination could be incorporated in the core training to all members of the Irish Red Cross. Within its work with local communities, the IRC could include actions to encourage the reporting of racist incidents and crime.
- Consider any recommendations prioritised in the context of international experience and work of other Societies. Advocacy was given as an example where the Irish Red Cross would work with other Societies that have defined, developed and implemented this role in the context of migration.

-Ends-

Appendix 1

Guideline interview questions

General questions to gather information on perceptions of what the Irish Red Cross does and might be doing in the area of migration:

- Understanding of current situation and priority areas in context of migration to Ireland?
- What work does your organisation do in relation to migration, who do you work with, what do you offer (services, advocacy, etc.)? What are your strategic alliances?
- What are the gaps in relation to this work? What are current and expected service gaps in the Irish migration sector?
- Awareness of unique role and remit of the Red Cross?
- What work does it do presently in the context of migration?
- What are the specific strengths/skills/expertise that an organisation with a unique role such as the Irish Red Cross, what added value, could it bring to this area of work?
- Are you aware of the work of the Red Cross in meeting any of the needs of migrants in Ireland – (in what way, etc.)?
- What category/(ies) of migrants does the Red Cross work with?
- What are gaps in terms of policy/advocacy/service provision?
- What are, if any, policy and advocacy positions that the Irish Red Cross might explore further?
- Can this be identified as national and more local gaps? (From Irish Red Cross side this would influence national/regional/community activities.)
- Are any of these areas the Red Cross should consider?
- Are there areas of duplication between Red Cross work and other organisations?
- Do you do any collaborative work/projects with Red Cross or others?
- Are there other areas it should consider?
- Any view on valuable strategic alliances in the sector for the Irish Red Cross?

Questions related to recommendations from the Red Cross the Strategic Migration Advisory Group. (may be specific to certain interviewees) to ascertain what the Ngos interviewed are doing in relation to the recommended areas and if there are gaps):

- What work do you do in relation to advocacy in context of migration – could the Red Cross have a role in advocacy; (if yes what role and in what areas?)
- What work do you do in relation to the role of information sharing – could the Red Cross have a role in information provision or sharing in the context of migration (nationally/between actors)?

- What work do you do in relation to enhancing positive attitudes to migration – could the Red Cross be involved and if so in what way?
- What work do you do in the area of integration – could the Red Cross have a role in Integration of migrants?
- What work do you do in relation to access to Healthcare – could the Red Cross have a role in access to Healthcare for Migrants – what should this be?
- Could the Red Cross work on issues such as Human Trafficking, Sexual/Gender based Violence – in what way? What work do you do in the area? Do you have gender proofing guidelines?
- Could the Red Cross be involved in Immigration Related Detention – what work do you do in the area?
- Could the Red Cross be involved in Resettlement – in what way? What work do you do in this area?
- Could the Red Cross be involved in Family Reunification – what work do you do in the area?

Appendix 2

Red Cross interviewees

Conducted to date:

Internal:

- Staff working on migration – Corona Joyce
- Chair of Strategic Migration Advisory Group – Philip Berman
- Policy and Advocacy in UK – Jonathan Ellis
- Focus Group with Senior Staff:
 - Liam O’ Dwyer Secretary General
 - John Roche Head of International Relations and Cooperation
 - Sandra Stanley Head of IRC National Volunteer Network Services and Development
 - Rory O’ Sullivan Head of Finance
 - Danny Curran Head of Fundraising and Commercial
 - Collette Morris (interim) Programme Manager
 - Kevin O’ Leary Migration Case Worker
 - Oluchi Porter Migration Case Worker
 - Rene O’ Malley Migration Project Officer
 - Jennifer Wilson RFL Desk Officer
 - Rachel Ward RFL Case Worker
 - Elaine Monaghan National Network Development Officer
 - Rebecca Dunne Communications Executive

Civil Society:

- Irish Refugee Council – Nick Henderson
- Immigrant Council of Ireland – Brian Killoran, Nusha Yonkova, Catherine Cosgrave
- Doras Lumini – Leonie Kerins
- Irish Penal Reform Trust – Fiona Ni Chinnede
- MSF – Sam Taylor
- Children’s Rights Alliance – Tanya Ward
- Ruhama – Sarah Benson
- NASC – Fiona Finn
- Migrant Rights Centre – Edel McGinley
- Clúid – Brian O’Gorman
- De Paul – Kerry Anthony
- Crosscare – Sinead Tierney
- Focus Ireland – Mike Allen

State/IGO:

- ESRI/EMN – Emma Quinn and Samantha Arnold
- RAT Tribunal/expert – Hilka Becker
- UNHCR – Enda O’Neill
- IRPP – Carol Baxter

Independent experts:

- Anthony Finn – Independent Expert (presently doing a mapping exercise for the Tomar Foundation)
- Grainne Healy – Independent Researcher (presently doing a mapping exercise for ICI)

Total number of interviews conducted – 24 and one focus group.

- ⁱ <https://www.state.gov/j/tip/rls/tiprpt/>
- ⁱⁱ Group of Experts on Action against Trafficking in Human Beings (GRETA)
- ⁱⁱⁱ <http://immigrantcouncil.ie/pages/articles/2016>
- ^{iv} <https://blog-imfdirect.imf.org/2015/11/11/migration-a-global-issue-in-need-of-a-global-solution/>
- ^v <http://www.migrationpolicy.org/article/top-10-2016-issue-1-dawn-new-migration-reality-brings-focus-borders-returns-and>
- ^{vi} <http://www.unhcr.org/news/latest/2016/6/5763b65a4/global-forced-displacement-hits-record-high.html>
- ^{vii} <http://www.migrationpolicy.org/article/top-10-2016-issue-1-dawn-new-migration-reality-brings-focus-borders-returns-and>
- ^{viii} http://ec.europa.eu/ireland/news/key-eu-policy-areas/migration_en
- ^{ix} <http://immigrantcouncil.ie/pages/articles/2016>
- ^x <https://www.savethechildren.net/article/600-children-have-died-mediterranean-year>
- ^{xi} C.S.O. (2011) Population and Migration Estimates April 2011, Available at: 'http://www.cso.ie/en/media/csoie/releasespublications/documents/population/2011/Population, and, Migration, Estimates, April, 2011.pdf Dublin: Government Stationery Office.
- ^{xii} C.S.O (2015) Population and Migration Estimates April 2015, Available at: <http://www.cso.ie/en/releasesandpublications/er/pme/populationandmigrationestimatesapril2015/>
- ^{xiii} C.S.O(2012) Profile 6 Migration and Diversity, Dublin: Government Stationery Office.
- ^{xiv} <http://www.cso.ie/en/releasesandpublications/er/pme/populationandmigrationestimatesapril2016/>
- ^{xv} <http://unhcr.org/statistics/country/45c06c662/unhcr-statistical-online-pupulation-database-sources-methods-data-considerations.html>.
- ^{xvi} <http://www.irishrefugeecouncil.ie/wp-content/uploads/2016/01/Protection-Resettlement-and-Integration-Irelands-Response-to-the-Refugee-and-Migration-Crisis-Dec-2015.pdf>
- ^{xvii} http://ec.europa.eu/ireland/news/key-eu-policy-areas/migration_en
- ^{xviii} <http://www.irishrefugeecouncil.ie/news/irish-refugee-council-welcomes-and-echoes-childrens-ombudsmans-call-that-children-in-direct-provision-have-access-to-his-office/5221>
- ^{xix} <http://www.unhcr.org/576408cd7.pdf>
- ^{xx} https://www.nytimes.com/2014/07/13/opinion/sunday/a-refugee-crisis-not-an-immigration-crisis.html?_r=0
- ^{xxi} <https://savethechildreninternational.exposure.co/children-on-the-move-in-europe>
- ^{xxii} <https://www.state.gov/j/tip/rls/tiprpt/countries/2015/243459.htm>
- ^{xxiii} TIP Report 2016
- ^{xxiv} <https://www.state.gov/j/tip/rls/tiprpt/countries/2016/258788.htm>
- ^{xxv} http://www.justice.ie/en/JELR/CEDAW_REPORT_September_2016.pdf/Files/CEDAW_REPORT_September_2016.pdf
- ^{xxvi} Irish Prison Service annual reports: <http://www.irishprisons.ie/index.php/information-centre/publications/annual-reports/> See, for example, p. 29 in 2015 report.
- ^{xxvii} <http://www.iprt.ie/prison-facilities-in-ireland>
- ^{xxviii} http://emn.ie/media/09SafeLegalPathwaystoProtection_EMN1.pdf
- ^{xxix} Safe and Legal Pathways to Protection: Opportunities for Ireland. Irish Refugee Council www.irc.ie accessed 5.1.2017
- ^{xxx} https://ec.europa.eu/home-affairs/financing/fundings/migration-asylum-borders/asylum-migration-integration-fund_en
- ^{xxxi} <http://www.thesocialchangeinitiative.org/>
- ^{xxxii} http://www.justice.ie/en/JELR/Pages/Migrant_Integration_Strategy_-_A_Blueprint_for_the_Future
- ^{xxxiii} <http://immigrantcouncil.ie/files/publications/3bd58-housing-report.pdf>
- ^{xxxiv} <http://enarireland.org/ireportreportsofracismq1and12/>
- ^{xxxv} Child Migration Matters – The Immigrant Council of Ireland 2017
- ^{xxxvi} <http://www.inis.gov.ie/en/INIS/Pages/SYRIAN%20HUMANITARIAN%20ADMISSION%20PROGRAMME>
- ^{xxxvii} The Administrative Immigration Arrangements for the Protection of Victims of Human Trafficking
- ^{xxxviii} Immigrant Council of Ireland, Asylum seeking victims of human trafficking in Ireland – legal and practical challenges (November 2011) pp 4 – 8, https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/asylum_seeking_victims_of_human_trafficking_in_ireland_1.pdf
- ^{xxxix} <http://immigrantcouncil.ie/pages/publications>
- ^{xl} http://www.iprt.ie/files/immigrationrelated_detention_report.pdf
- ^{xli} http://justice.ie/en/JELR/Cloverhill_Prison_VC_Annual_report_2015.pdf/Files/Cloverhill_Prison_VC_Annual_report_2015.pdf
- ^{xlii} <http://www.redcross.org.au/immigration-detention-monitoring.aspx>
- ^{xliiii} <https://www.focusireland.ie/wp-content/uploads/2016/04/Insights-into-Family-Homelessness-No-2-2015-Survey-of-Families-that-Became-Homeless-during-July-2015.pdf>
- ^{xliiv} For example, those with a certain immigration status (e.g. Stamp 4 issued on a discretionary basis)
- ^{xliiv} <http://www.justice.ie/en/JELR/Report%20to%20Government%20on%20Improvements%20to%20the%20Protection%20Process,%20including%20Direct%20Provision%20and%20Supports%20to%20Asylum%20Seekers.pdf/Files/Report%20to%20Government%20on%20Improvements%20to%20the%20Protection%20Process,%20including%20Direct%20Provision%20and%20Supports%20to%20Asylum%20Seekers.pdf>
- ^{xlivi} <http://www.dcy.gov.ie/documents/publications/201611189thReportoftheSpecialRapporteuronChildProtection.pdf>
- ^{xliiii} <http://www.thejournal.ie/geoffrey-shannon-1529115-Jun2014/>
- ^{xliiii} <https://www.hiqa.ie/>
- ^{xlix} <http://www.redcross.eu/en/What-we-do/Asylum-Migration/National-Societies-in-focus/Belgium-French-Community-Reception-of-asylum-seekers/>
- ^l <http://www.redcross.eu/en/What-we-do/Asylum-Migration/National-Societies-in-focus/Austria-Reception-of-Asylum-Seekers/>
- ^{li} <http://immigrantcouncil.ie/pages/articles/2016>