



Rialtas na hÉireann
Government of Ireland

National Action Plan Against Racism

Prepared by the Department of
Children, Equality, Disability, Integration and Youth
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Foreword from An Taoiseach

As a society, we are becoming more diverse, and with this, our attitudes and actions towards differences must also change. Most Irish people recognise the benefits which this diversity has brought, enriching our communities, growing our economy by filling gaps in the labour force and helping to staff our health service. However, combating racism is a responsibility we all share. The actions under the National Plan will further help us to do so.

We can all relate to the goals set out in the plan, and many of us take them for granted in our daily lives: being safe, being seen and being counted are aspects of life which everyone should enjoy. Unfortunately, overt, or covert racism means that some people are treated differently. The aim of this Plan is to ensure that everyone can expect to be treated the same.

This Plan also acknowledges that racism can be experienced differently by different groups. It can overlap with other forms of discrimination and oppression, like gender-based or ethnic-based oppression. The actions that the Committee feels would make the most difference to those affected by racism are prioritised. These actions are designed to be flexible, ensuring that they are as effective as possible in targeting and rooting out racism wherever it arises. They are designed to apply to all individuals and groups in Ireland who are experiencing racism.

Applying the proposals under the Plan will not always be easy, and some will take longer than others. We must take a stand against discrimination, to ensure that minority ethnic groups have equal opportunities and are respected and esteemed in all parts of their lives. There is a moral obligation to do so. Acknowledging the existence and consequences of racism is the first step towards eliminating it in all its forms. I believe that with this Plan, we can help to build a better society for us all.

Leo Varadkar, Taoiseach

Foreword from Minister for Children, Equality, Disability, Integration and Youth

I am delighted to launch Ireland's National Action Plan Against Racism. Ireland is a multi-ethnic and multi-cultural nation, and everyone who lives here has a right to live free of racial discrimination. Despite this, there is clear evidence that racism exists in Ireland, and that many of us who live here feel its impact on our day-to-day lives.

This National Plan proposes actions to help make Ireland a place where the impacts of racism are acknowledged and actively addressed. It is rooted in a commitment to human rights values, democracy and the rule of law. It recognises the State's obligation to respect and protect human rights, and the roles of private actors. The plan applies to everyone in Ireland, as we all have a shared responsibility to address racism in our daily lives.

The understanding of racism adopted for this plan is a living one, building on international legal concepts and obligations as well as relevant EU and Irish legislation. It underscores the importance of intersectionality, a concept that offers a framework for understanding how different forms of discrimination interact to create further marginalisation and exclusion.

Racism often intersects with other forms of oppression, including oppression experienced by people based on gender, socio-economic circumstances, disability, sexuality and gender identity. It is therefore vital that care is taken to ensure that these actions meet the needs of those who might be doubly oppressed. For this reason, the focus on intersectionality is a core principle underpinning the plan.

I would like to thank the independent Anti-Racism Committee for all its hard work in creating this plan. The expertise of committee members, as well as a significant contribution from the wider public, has been crucial in creating concrete actions that can effect real change in Ireland. This is an important step towards a country where everyone feels welcome, and can live their lives without fear or oppression.

Minister Roderic O'Gorman

Foreword from the Minister of State for Community Development, Integration and Charities

As the Minister of State for Community Development, Integration and Charities, it is a real honour for me to launch the National Action Plan Against Racism. Fighting racism intersects with all aspects of my portfolio, so I am particularly invested in the action plan laid out by the independent Anti-Racism Committee.

Inclusive communities are vital to ensure that minority ethnic groups feel a sense of safety, connection and belonging. Society as a whole is a healthier place where a culture of challenging racism is not just embedded at a national policy level but also at a community level. I encourage everyone in Ireland to consider what they can do in this respect - whether it is standing as an ally to someone who has been subjected to racism, acknowledging and acting on one's own role in perpetuating attitudes driven by racism, getting involved in anti-racism initiatives in your area or reaching out to people from a minority ethnic group in your locality. Community action can be the bedrock of a societal shift in how we respond to racism.

The actions in the plan are ambitious, but a society that is determined to be inclusive should be ambitious in tackling racism. The Committee's Plan reflects the huge response to the public consultation process. This shows a real desire for change among the people of Ireland. I would like to extend my heartfelt thanks to everyone who contributed. Best practice and direct personal experience are key to forming robust policy.

The perspectives of the public must be present in the design, implementation and review of decisions that impact on all of our lives - inclusive consultation and meaningful engagement are key to this. I believe that through strong engagement with marginalised groups by decision-making bodies, we can build a society based on equality, where everyone, regardless of their background, can feel safe, seen and heard.

Minister Joe O'Brien

Foreword from the Chair of the Anti-Racism Committee

The appointment of the independent Anti-Racism Committee in 2020 was an important moment, an indicator of the renewed commitment of Government to address racism in Ireland. The Committee in its *Interim Report* (submitted November 2020) identified the main task as the development and drafting of a National Action Plan Against Racism. The UN has noted that ‘A national action plan against racial discrimination is both an outcome and a process...and the involvement of groups that are or could be affected by racial discrimination in each stage of the plan is key to its realisation.’¹

Hence the Committee embarked on a wide-ranging process of consultation with stakeholders, experts, civil society organisations and the business sector; inviting submissions from the public, and holding a series of bilateral meetings with government departments and other duty bearers. The willingness and generosity of individuals with lived experience of racism, and of civil and community organisations to engage with the Committee’s work was remarkable. There was evident, however, a degree of fatigue and frustration that effective action has not yet been taken to address the systemic racism and discrimination faced by minority ethnic communities in Ireland.

In developing and drafting this plan, the Committee listened closely to those who engaged with us, benchmarked against best practice and experience in other jurisdictions, and took account of Ireland’s international obligations. The process was one of working in partnership with affected communities and those with lived experience of racism. Committee members themselves come from a wide variety of perspectives, knowledge and expertise, which informed and contributed to the richness and complexity of our discussions and decision-making process. The process was an iterative one – important for the robust and rigorous nature of choices ultimately made. The resultant National Action Plan Against Racism will render Ireland a better society for all, where every person has an opportunity to reach their full potential and live a fulfilled life in safety and health. The plan’s actions to counter racial discrimination require political will however, and the resources to implement the broad range of measures which complement and reinforce each other. To achieve this, the plan contains a robust and effective process for implementation, monitoring and review.

As the period of the Anti-Racism Committee’s work paralleled the Covid-19 pandemic, all meetings were held online. Despite this challenge, the engagement, collegiality and commitment of Committee members – who all have busy lives – remained constant and undimmed. I am grateful to colleagues for their hard work and enthusiasm for what was a complex process. The Secretariat provided by the Department of Children, Equality, Disability, Integration and Youth also deserve special thanks, as they were hugely supportive of the work of the Committee, providing research, expert advice, essential drafting skills and occasional wise counsel.

Professor Emerita Caroline Fennell

¹ *Developing National Action Plans Against Racial Discrimination. A Practical Guide HR/PUB/13/3 2014 United Nations*

Introduction

Ireland is a multi-ethnic and multi-cultural nation. Everyone has a right to live free of racial discrimination. And yet, there is clear evidence that racism exists in Ireland and that some of us who live here feel its impact on our day-to-day lives in a variety of ways. This National Action Plan Against Racism proposes actions to help Ireland to become a place where the impacts of racism are acknowledged and actively addressed.

The plan was developed by an independent committee appointed by the Government in 2020. It follows the committee's [Interim Report](#), published in 2021, which sets out the overall approach, the guiding principles and understandings of racism the committee employed in developing the plan². The committee consulted widely and received a large number of submissions. Information on the committee and the process used to develop the plan is provided at Annex 2.

Structure of Plan

This introductory section describes the social and policy context for the development of the plan and explains some of the terms used in it. The second section contains the overall vision and objectives for the plan. The third section proposes a set of priority actions that need to be taken for these objectives to be met. The fourth section makes more detailed recommendations on what will be required to achieve and maintain racial equality in Ireland. The fifth section describes how the plan is to be implemented, while the final section proposes arrangements for its monitoring and review. A set of indicators to measure progress towards the objectives of the plan is supplied at Annex 1.

Scope

This plan is Ireland's national level, state-led, co-ordinated approach to eliminating racism in all its forms in Ireland. This includes, but is not limited to, racism that impacts on Travellers, as well as anti-Muslim prejudice and antisemitism. The development of the plan has also been informed by particular experiences of racism, including racism experienced by People of African Descent, Asians and Roma, as well as migrants, refugees and asylum seekers. Individual actions in the plan do not make reference to specific minority ethnic groups. Each action should be understood to encompass all individuals and groups experiencing racism. The plan is part of Ireland's response to the UN's call for global action to eliminate racism and part of a wider effort to tackle racism and its impacts across the European Union.

The plan is intended to be implemented over a five-year period, from the beginning of 2023 to the end of 2027.

² *This plan constitutes part of Ireland's efforts to fulfil its obligations under the UN International Convention on the Elimination of All Forms of Racial Discrimination, and the UN Durban Declaration and Programme of Action which Ireland signed up to in 2001. It follows the guiding principles set out in Developing National Action Plans Against Racial Discrimination: A Practical Guide, UN OHCHR, 2014 and A Union of Equality: EU anti-racism action plan 2020-2025.*

Terminology

In this plan, the term 'racism' refers to a form of domination which manifests through those power dynamics present in structural and institutional arrangements, practices, policies and cultural norms, which have the effect of excluding or discriminating against individuals or groups, based on race, colour, descent, or national or ethnic origin.

This understanding of racism is closely aligned with the [International Convention on the Elimination of All Forms of Racial Discrimination \(ICERD\)](#), which Ireland is party to. Under the ICERD:

“...the term “racial discrimination” shall mean any distinction, exclusion, restriction or preference based on race, colour, descent, or national or ethnic origin which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise, on an equal footing, of human rights and fundamental freedoms in the political, economic, social, cultural or any other field of public life.” (Article 1, ICERD)

Racism occurs in many areas of society and affects many aspects of people's lives. As recognised in the [UN Durban Declaration on Racism and Programme of Action \(DDPA\)](#), the principles of which have informed the development of this plan, racism is a structurally embedded phenomenon of domination and power, which is reflected through and reproduced by institutional arrangements, and is experienced by groups and individuals. This interplay between structure and institutions in the reproduction of racism, is referred to as 'systemic racism'. Systemic racism is manifest in the ways that it prevents people from enjoying their rights across many domains, including their economic, social and cultural rights, as well as their civil and political rights. Racism is present whether the exclusion is intentional or not. For many people living in Ireland, racism, in one form or another, is part of everyday life. Racial discrimination interacts with other forms of discrimination.

In this document, individuals and groups who experience racism are referred to interchangeably as “minority ethnic”, “racialised” or simply “experiencing racism”, unless more specific terminology is required.

Principles Underpinning the Plan

This plan is rooted in a commitment to human rights, democracy and the rule of law. It recognises the State's obligation to respect and protect human rights. It also recognises the roles of private actors – organisations and individuals – in our collective journey towards racial equality. These values characterise the approach and inform the actions proposed. The plan applies to everyone in Ireland, including citizens and residents, migrant workers (documented or undocumented), refugees and asylum seekers, and, where relevant, visitors.

The plan is informed by [A Union of Equality: EU anti-racism action plan 2020-2025](#) which acknowledges the prevalence and impact of racism across the EU, and states:

“Racism comes in different forms. Overt expressions of individual racism and racial discrimination are the most obvious. All too often, racial or ethnic origin is used as a

ground to discriminate. People of Asian and African descent, Muslims, Jewish and Roma people have all suffered from intolerance. But other, less explicit forms of racism and racial discrimination, such as those based on unconscious bias, can be equally damaging.”³

Participation of Groups Affected by Racism

A key principle underpinning this plan is that affected groups should participate in the development of and oversight of all government policy initiatives and targeted measures to address racism. This refers in particular to the development, implementation and oversight of the actions and initiatives contained in this plan.

The understanding of racism adopted for this plan is a living one, building on international legal concepts and obligations as well as relevant EU and Irish legislation. It underscores the importance of intersectionality, a concept that offers a framework for understanding how different forms of discrimination interact to create further marginalisation and exclusion.

The plan acknowledges the intersectionality between racism and all other forms of oppression, including the oppressions experienced by people based on gender, socio-economic circumstances, disability, sexuality, religious belief and gender identity. It recognises poverty as a primary driver for racist marginalisation. It further acknowledges that women, children and men experience dimensions of racism differently. Therefore, while all priority actions in the plan are broadly applicable, it is important to bear in mind that the best way to implement any given action will vary for different individuals and groups. Care must be taken in implementing the actions in this plan to pay attention to the intersectionality between race and gender.

Women and Racism

This plan acknowledges the intersection of oppression based on gender and oppression based on race and that, because of this intersectionality, women and men can experience racism differently. This means that the remedies and responses proposed need to take account of this. With very few exceptions, the plan does not propose specific actions that relate only to women, as this was felt to increase the risk of reinforcing marginalisation. Rather, and in line with mainstreaming approaches, all actions in the plan are to be read as applying to everyone. However – and this is critically important – because racism has a differential impact on women and men, implementing partners must assess this differential impact when devising implementation plans and actions and must tailor those plans and actions accordingly. All implementation and monitoring data for the plan must be disaggregated by gender.

It is also important to bear in mind that many of the actions in the plan will need to be carried out across all sectors. For example, the actions relating to anti-racism workforce training and ethnic equality monitoring must be implemented widely, though they are specified only once in order to avoid repetition in the plan. It is therefore important to read the plan as a whole.

³ *A Union of Equality : EU anti-racism action plan 2020-2025*

National and local government and agencies are responsible for the plan's implementation. This role is challenging but essential for realising the transformative objectives in the plan in partnership with individuals and groups affected by racism. Communities in all their diversity at national and local levels throughout Ireland are crucial to the implementation of the plan. They are essential for naming the systemic racism embedded in their areas and in national and local institutions; in developing and taking autonomous actions to address it; and in monitoring national and local implementation of the plan's actions and recommendations.

Implementation and monitoring of this plan will depend on access to good quality data that provides insight into the experience and outcomes of minority ethnic groups. Care must be taken to ensure that survey data used has a sufficient sample size to ensure adequate representation of all minority groups. Where this is not possible, alternative methods of gathering evidence on the experience and outcomes of under-represented groups should be employed.

Following the understanding of racism as a dynamic phenomenon, the plan has been developed to be able to counteract new manifestations of racism that may emerge.

Ethnic Diversity in Ireland

Ireland's population is ethnically diverse, with various minority ethnic groups accounting for approximately 15 per cent of the population in [Census 2016](#). Census 2016 also saw large increases in the number and proportion of Irish citizens from a minority ethnic background. People with a nationality other than Irish now account for an estimated 13 per cent of the population (CSO estimate 2021). This estimate does not include the number of dual nationalities, those who have naturalised, and second or third generation Irish with one or more parents or grandparents with migrant backgrounds. The number of Irish Travellers enumerated in Census 2016 was 30,987⁴. This community has a distinct demographic profile, with nearly 40% under the age of 14 (compared to 21% of the general population) and 3% aged 65 and over (compared to 13% of the general population).

Legal Protections from Racial Discrimination

There are several different laws in Ireland that protect people from racism.

- The [Equal Status Acts 2000-2018](#) prohibit discrimination in the provision of goods and services, accommodation and education on the nine grounds of gender, marital status, family status, age, disability, sexual orientation, race, religion, and membership of the Traveller community.
- [The Employment Equality Acts 1998-2015](#) prohibit discrimination in employment on the same grounds.
- [The Prohibition of Incitement to Hatred Act 1989](#) (now under review as part of the Criminal Justice (Incitement to Violence or Hatred and Hate Offences) Bill 2022) has provisions against racist hate speech."

⁴ Concern has been expressed by Traveller organisations and others that this figure significantly underestimates the population, which may be in excess of 40,000.

- Under the [Public Sector Equality and Human Rights Duty](#), all public bodies in Ireland have responsibility to promote equality, prevent discrimination and protect the human rights of their employees, customers, service users and everyone affected by their policies and plans.
- [Article 40.1](#) of the Constitution provides that ‘all citizens shall, as human persons, be held equal before the law.’
- Ireland is bound by the obligations of the International Convention for the Elimination of all forms of Racial Discrimination (ICERD). This legally binding international human rights treaty requires all parties to it to pursue active policies to eliminate all forms of racial discrimination. CERD General Recommendation 30, made in 2004, underlines that the protections of the Convention apply to non-citizens.
- [The Good Friday Agreement](#) has concrete non-discrimination and human rights provisions North and South, including in the areas of policing and justice.

European Union law, which applies in Ireland, also protects people from racism. The Charter of Fundamental Rights of the European Union enshrines in primary EU law a wide spectrum of fundamental rights enjoyed by EU citizens and residents, in particular [Article 20: Equality before the law](#) and [Article 21: Non-discrimination](#). Relevant EU instruments include:

- [The EU Racial Equality Directive \(2000\)](#), which outlaws discrimination on the basis of a person’s racial or ethnic origin in the areas of employment, education, social security, health care and access to goods and services. The Directive establishes a framework for combating discrimination and gives effect to the principle of equal treatment in EU Member States. It operates alongside the Employment Equality Directive, which prohibits discrimination in employment on a number of grounds, including religion or belief. Both are given effect in Irish law by the Equality Acts outlined above.
- [The Victims’ Rights Directive](#), which provides for a number of supports to victims, and is given effect in Ireland through the [Criminal Justice \(Victims of Crime\) Act 2017](#).
- [Council Framework Decision of 28 November 2008 on combating certain forms and expressions of racism and xenophobia by means of criminal law](#), which requires Member States to criminalise public incitement to violence or hatred, on grounds of race, colour, religion, descent or national or ethnic origin (including online).

Legislation in development to strengthen legal protections from racial discrimination

The government is developing further legislation to strengthen protections from hate crime and hate speech, including online.

The [Online Safety and Media Regulation Bill](#) proposes to establish a new regulator for online media, and will transpose the revised [EU Audiovisual Media Services Directive](#) into Irish law, including providing for online safety through the regulation of video-sharing platform services.

Ireland is taking action to strengthen legal provisions to address hate crime. [The Criminal Justice \(Incitement to Violence or Hatred and Hate Offences\) Bill 2022](#) was published on 27 October 2022 and has completed Committee Stage in the Dáil.

The government is undertaking a review of existing equality legislation to consider whether or not the legislation remains effective in protecting people against discrimination in employment, accommodation and access to goods and services.

Public policies addressing racial discrimination

Notwithstanding the legal protections described above, evidence of the persistence of racial discrimination across many spheres of life exists, while integration and equality monitoring consistently shows that people from minority groups have higher probabilities of poorer outcomes across a range of measures.

Strategies to address minority ethnic disadvantage have been adopted in many domains of public policy. In particular, two recent whole-of-government strategies – the [Migrant Integration Strategy 2017-2021](#) and the [National Traveller and Roma Inclusion Strategy \(NTRIS\) 2017-2021](#) – have sought to address this area through a series of both mainstreamed and targeted initiatives. More broadly, the [National Strategy for Women and Girls 2017-2021](#) has sought to address gender based inequalities and as such has provided a vehicle for addressing the intersectional impacts of gender and raced based discrimination. This plan draws on lessons learned from the implementation of these three strategies.

The success of this plan will be supported by the continued implementation of related policy commitments, in particular those directly relevant to minority ethnic groups. These include [A White Paper to End Direct Provision and to Establish a New International Protection Support Service](#) (2021) which commits to put in place a new human rights based model for the integration of asylum seekers; implementation of the [Expert Review of Traveller Accommodation](#) (2019); publication and implementation of the National Traveller Health Action Plan; development and implementation of a National Traveller Education Strategy, a National Traveller and Roma Mental Health Action Plan and of a Junior Cycle level two Irish Cultural Studies course, which is to include Traveller culture and history. Meeting these Programme for Government commitments will support the achievement of the objectives of this plan.

To ensure a coordinated approach to the elimination of systemic racism, this plan should be regarded as relevant to other national policy initiatives, including the [Resilience and Recovery Plan](#), the [Climate Action Plan](#) and future zero-carbon sustainable infrastructure plans. Its objectives and actions are also of relevance to North/South peacebuilding initiatives, including those under the Good Friday Agreement, the implementation of the [Future of Policing in Ireland Report](#), the [Sustainable Inclusive and Empowered Communities: A five-year strategy to support the community and voluntary sector in Ireland 2019-2024](#), and the ongoing whole-of-society response to the war in Ukraine.

Vision and Objectives

This plan recognises the historical contributions of minority ethnic groups to Ireland's development, culture, way of life and economy. It also recognises the benefits of diversity in Ireland today. Recognising that racism has its roots in colonialism, oppression and domination, this plan rejects the divisions it fosters and sets a vision of an inclusive and purposefully anti-racist republic, which cherishes all who live here equally. This vision is of a fair, equal and inclusive society, where minority ethnic groups share full parity of esteem and respect, where everyone is able to enjoy their fundamental rights and freedoms and has equal opportunities in all aspects of life, irrespective of their racial background; a society in which the existence and impacts of racism are acknowledged and all sectors work to eliminate racial discrimination in all its forms.

To support progress towards this vision, this plan sets the following objectives:

Being Safe and Being Heard - Supporting people who experience racism and protecting people from racist incidents and crimes

Objective One:

To strengthen protections from racist incidents and crimes and to make it easier for people experiencing racism to access effective remedies.

New measures to facilitate reporting of racism both by victims and witnesses and to provide a victim-centred, easy-to-navigate process for victims of racist incidents and crimes will play a part in achieving this objective.

Being Equal - Addressing ethnic inequalities

Objective Two:

To address inequality of outcomes for people experiencing racism, including in employment, education, health and housing.

Positive measures, including those to tackle persistent socio-economic inequality among minority ethnic communities, will play a part in achieving this objective.

Being Seen and Taking Part - Enabling minority participation

Objective Three:

To support the representation and participation of minority ethnic people in all aspects of life in Ireland, in particular where they are currently under-represented.

Addressing racism in media representation and removing barriers to minority ethnic people accessing leadership roles, including through positive measures, will play a part in achieving this objective.

Being Counted – Measuring the impacts of racism

Objective Four:

To build a better understanding in Ireland of the experiences and outcomes of minority ethnic groups and those experiencing racism, as well as of the causes of and remedies for racism.

Improved gathering and use of data, as well as specific research, will be essential to achieving this objective.

Being Together – A shared journey to racial equality

Objective Five:

To work together to understand the prevalence and impact of racism, both throughout our history and today, and make a collective effort to eliminate it.

Addressing racism embedded in educational curricula and building public understanding of everyone's role in fostering racial equality will play a part in achieving this objective.

The next two sections of this plan set out the actions to be taken to support the achievement of these objectives. These are arranged as 'Priority Actions' and 'Recommendations'.

Priority Actions

We can only achieve the objectives set out in this plan by working together. We need to take action in many areas. Some actions have been identified as fundamental to the achievement of the plan's objectives and work should begin on these straight away. These priority actions are set out below. The priority actions are by necessity presented at a high level – further detail on steps needed to implement them is provided in the subsequent recommendations section.

Priority Actions under the five objectives

Objective One: Being Safe and Being Heard – Supporting people who experience racism and protecting people from racist incidents and crimes

Objective Two: Being Equal – Addressing ethnic inequalities

Objective Three: Being Seen and Taking Part – Enabling minority participation

Objective Four: Being Counted – Measuring the impacts of racism

Objective Five: Being Together – A shared journey to racial equality

Priority Actions to achieve Objective One

Being Safe and Being Heard - Supporting people who experience racism and protecting people from racist incidents and crimes

Everyone has a right to feel safe and to live free from harm. The priority actions under this objective aim to protect people from racist crimes, as well as from incidents of racist abuse and discrimination that do not reach a criminal threshold under the law. Everyone also has a right to be heard and to have their concerns taken seriously and followed-up appropriately. The priority actions under this objective aim to make it easier for people who have experienced or witnessed racism to report this and to receive the support they need, both within the justice system and beyond.

Reporting and Responding to Racist Incidents and Crimes

Action 1.1	Put in place new mechanisms to facilitate third-party and online reporting of racist incidents. This to include development of a standard civil society national framework to monitor and respond appropriately to racist incidents and hate crimes.
<i>Implementing Bodies (indicative)</i>	<i>Department of Justice, An Garda Síochána, Department of Children, Equality, Disability, Integration and Youth, Department of Rural and Community Development, Local Authorities, Community and Voluntary Organisations</i>
<i>Target Completion Date (by end year)</i>	2027

Action 1.2	Introduce and publicise safeguards so that all victims of and witnesses to racist incidents and crimes can feel safe in reporting to An Garda Síochána, irrespective of their immigration status.
<i>Implementing Bodies (indicative)</i>	<i>An Garda Síochána</i>
<i>Target Completion Date (by end year)</i>	2024

Action 1.3	Establish a specialist unit within each Garda Division for the purpose of developing and disseminating expertise and best practice in dealing with hate crime and racist incidents.
<i>Implementing Body indicative</i>	<i>An Garda Síochána</i>
<i>Target Completion Date (by end year)</i>	2024

Accessing Legal Advice

Action 1.4	Improve access to legal advice and representation for groups experiencing racism. This to include creating links between community organisations and Legal Aid Board Law Centres; extending the remit of the Legal Aid Board to provide legal representation; and giving advocacy organisations standing to initiate proceedings on behalf of those affected by racism.
<i>Implementing Bodies (indicative)</i>	<i>Department of Justice, Legal Aid Board, Civil Society Organisations</i>
<i>Target Completion Date (by end year)</i>	2027

Policing

Action 1.5	Identify and eliminate any policing practices that target specific groups experiencing racism, including through racial or ethnic profiling. Measures to carry out this action, including training for An Garda Síochána, will need to ensure sensitivity to victims of human trafficking.
<i>Implementing Bodies (indicative)</i>	<i>An Garda Síochána, Representative organisations of communities affected by these practices.</i>
<i>Target Completion Date (by end year)</i>	2025

Supporting Victims of Racism

Action 1.6	Develop and strengthen mechanisms to address harms caused to individuals by racist actions.
<i>Implementing Bodies (indicative)</i>	<i>Department of Children, Equality, Disability, Integration and Youth, Department of Justice.</i>
<i>Target Completion Date (by end year)</i>	2024

Priority Actions to achieve Objective Two

Being Equal – Addressing ethnic inequalities

Systemic racism is evident in the persistence of poorer outcomes for minority ethnic groups in comparison to the majority population across a range of domains. A purposefully anti-racist society recognises these differentials as racism and works to eliminate them. The priority actions under this objective centre on key socio-economic areas in which measures are required to address persistent disadvantage among many communities experiencing racism. Employment and education in particular are powerful enablers of equality, but can also reproduce systemic racism and exacerbate inequalities, and these priority actions have been selected with this in mind.

Employment

Action 2.1	Introduce measures to combat racism in employment. This to include specific measures for sectors and workplaces where minority ethnic groups are under-represented, and for sectors and workplaces where they are over-represented. Expand access for people from minority ethnic groups to management and senior executive positions.
<i>Implementing Bodies (indicative)</i>	<i>Department of Children, Equality, Disability, Integration and Youth, Professional Governing Bodies, Public Appointments Service</i>
<i>Target Completion Date (by end year)</i>	2027
Action 2.2	Introduce timely, accessible and transparent mechanisms by which qualifications earned outside Ireland can be recognised for use within Ireland.
<i>Implementing Bodies (indicative)</i>	<i>Professional Bodies, Department of Further and Higher Education, Research, Innovation and Science, Quality and Qualifications Ireland</i>
<i>Target Completion Date (by end year)</i>	2027
Action 2.3	Develop and adopt a training, enterprise and employment strategy to increase the employment of groups experiencing racism.
<i>Implementing Bodies (indicative)</i>	<i>Department of Social Protection, Department of Further and Higher Education, Research, Innovation and Science.</i>
<i>Target Completion Date (by end year)</i>	2024

Education

Action 2.4	Introduce measures to address ethnic differentials in education and achieve equality of enrolment, retention, attendance, progression and outcomes for groups experiencing racism. This to include actions to address the recognised differentials for the education of minorities caused by Covid-19 and its outcomes.
<i>Implementing Bodies (indicative)</i>	<i>Department of Children, Equality, Disability, Integration and Youth, Department of Education, Department of Further and Higher Education, Research, Innovation and Science, Educational Institutions, Education Governing and Regulatory Bodies.</i>
<i>Target Completion Date (by end year)</i>	2027

Action 2.5	Take steps to strengthen inclusion and anti-racism at all levels of the education system, including through addressing any bias embedded in the curriculum, and to support approaches that are fully intersectional and intercultural.
<i>Implementing Bodies (indicative)</i>	<i>Department of Children, Equality, Disability, Integration and Youth, Department of Education, Department of Further and Higher Education, Research, Innovation and Science, Educational Institutions, Education Governing and Regulatory Bodies.</i>
<i>Target Completion Date (by end year)</i>	2025

Action 2.6	Include specific measures to target minority ethnic researchers in all national research funding programmes.
<i>Implementing Bodies (indicative)</i>	<i>Department of Further and Higher Education, Research, Innovation and Science, Department of Health, Irish Research Council, Science Foundation Ireland, Health Research Board, Department of Children, Equality, Disability, Integration and Youth</i>
<i>Target Completion Date (by end year)</i>	2024

Housing and Accommodation

Action 2.7	Introduce special measures for groups experiencing racism who are most at risk of homelessness or are unable to access appropriate housing or accommodation.
<i>Implementing Bodies (indicative)</i>	<i>Local Authorities, Department of Housing, Local Government and Heritage</i>
<i>Target Completion Date (by end year)</i>	2027

Action 2.8	Address discrimination against racialised groups in accessing the private rented sector, including differentials in access to and acceptance of the Housing Assistance Payment (HAP), which can impact on minority ethnic groups accessing accommodation.
<i>Implementing Bodies (indicative)</i>	<i>Local Authorities, Department of Housing, Local Government and Heritage</i>
<i>Target Completion Date (by end year)</i>	2025

Health

Action 2.9	Put in place measures to address ethnic differentials in health and mental health outcomes, acknowledging the social determinants of health. This to include culturally appropriate targeted measures in mainstream services and reinforcement of autonomous peer led targeted initiatives.
<i>Implementing Bodies (indicative)</i>	<i>Department of Health, Health Service Executive</i>
<i>Target Completion Date (by end year)</i>	2025

Children and Young People

Action 2.10	Make changes to oversight mechanisms with the aim of ensuring that child and family services are provided in a non-biased and culturally sensitive manner; and establish an advisory group where service users of child welfare organisations who have experience of racism can share their lived experiences to inform future practice improvements.
<i>Implementing Bodies (indicative)</i>	<i>Department of Children, Equality, Disability, Integration and Youth, Tusla</i>
<i>Target Completion Date (by end year)</i>	2025

Action 2.11	Take measures to ensure the inclusion of minority ethnic young people in mainstream youth work and other state funded youth initiatives, reinforce support for targeted minority ethnic group youth initiatives, and resource initiatives aimed at empowering young people to understand and challenge racism.
<i>Implementing Bodies (indicative)</i>	<i>Department of Children, Equality, Disability, Integration and Youth, National Youth Council of Ireland</i>
<i>Target Completion Date (by end year)</i>	2025

Cultural and Community Participation

Action 2.12	Establish the position of racial equality officer in all arts, culture and sports funding bodies. This role to include working with funding recipients to support local, collaborative anti-racism programmes across the arts, culture and sports sectors.
<i>Implementing Bodies (indicative)</i>	<i>Department of Tourism, Culture, Arts, Gaeltacht, Sport and Media, Sport Ireland, Local Sports Partnerships, Arts Council, Funding Bodies</i>
<i>Target Completion Date (by end year)</i>	2027

Action 2.13	Take steps to increase the participation of minority ethnic groups in arts, culture and sports activities and establish information-sharing and peer-networking channels for young athletes and artists from racialised backgrounds to enable them to develop their careers.
<i>Implementing Bodies (indicative)</i>	<i>Department of Tourism, Culture, Arts, Gaeltacht, Sport and Media, Sport Ireland, Local Sports Partnerships, Arts Council, Funding Bodies</i>
<i>Target Completion Date (by end year)</i>	2024

Action 2.14	Provide funding for national and local initiatives that aim to combat racism and foster racial equality and community cohesion, in order to support the implementation of this plan and the achievement of its objectives.
<i>Implementing Bodies (indicative)</i>	<i>Department of Children, Equality, Disability, Integration and Youth, Community and Voluntary Organisations</i>
<i>Target Completion Date (by end year)</i>	2023

Interpretation Services

Action 2.15	Professionalise and regulate interpreting services used by public bodies, including through the development of a system of accreditation and training, and address barriers faced by groups experiencing racism in accessing these careers.
<i>Implementing Bodies (indicative)</i>	<i>Department of Children, Equality, Disability, Integration and Youth, Department of Further and Higher Education, Research, Innovation and Science, Quality and Qualifications Ireland, all public authorities</i>
<i>Target Completion Date (by end year)</i>	2027

Priority Actions to achieve Objective Three

Being Seen and Taking Part - Enabling minority participation

Balanced representation of minority ethnic groups throughout community initiatives, across the political spectrum, and across all forms of media is an important marker of a society that aspires to racial equality. Priority actions under this objective seek to support this balanced representation, and also to strengthen efforts to counteract the spread of racist hate content online. This objective concerns the representation and participation of minority ethnic people in all aspects of life in Ireland, in particular where they are currently under-represented, and also where they can become local leaders in the community. While this is a broad objective that will require effort across many sectors, increasing the ethnic diversity of our democratic institutions is essential to its achievement, and this is reflected in the selection of priority actions.

Community and Media Participation and Representation

Action 3.1	Consider ethnic and racial equality and diversity in all media programming, and make this a criterion for funding.
<i>Implementing Bodies (indicative)</i>	<i>Department of Tourism, Culture, Arts, Gaeltacht, Sport and Media, Coimisiún na Meán</i>
<i>Target Completion Date (by end year)</i>	2024

Action 3.2	Develop a code of ethics for media practices to address the representation in media of minority ethnic and racialised communities, and make adherence to the code a condition for public funding of media.
<i>Implementing Body</i>	<i>Coimisiún na Meán</i>
<i>Target Completion Date (by end year)</i>	2025

Action 3.3	Take steps to ensure that measures to eliminate the dissemination of hate speech online are effective and have regard to the local context in Ireland.
<i>Implementing Bodies (indicative)</i>	<i>Coimisiún na Meán, Department of Tourism, Culture, Arts, Gaeltacht, Sport and Media, Online Service Providers</i>
<i>Target Completion Date (by end year)</i>	2024

Action 3.4	Develop pathways for media training for members of communities experiencing racism, and encourage and support minority ethnic media professionals.
<i>Implementing Bodies (indicative)</i>	<i>Coimisiún na Meán, Department of Tourism, Culture, Arts, Gaeltacht, Sport and Media, Online Service Providers</i>
<i>Target Completion Date (by end year)</i>	2024

Action 3.5	Support community development projects and initiatives that work with minority ethnic communities to address racism, promote inclusion and have a say in the decisions that affect their lives.
<i>Implementing Bodies (indicative)</i>	<i>Department of Rural and Community Development, Department of Children, Equality, Disability, Integration and Youth, Local Authorities</i>
<i>Target Completion Date (by end year)</i>	2024

Political Representation and Participation

Action 3.6	Establish public office mentoring programmes for members of minority ethnic communities and introduce positive measures to support the selection of minority ethnic candidates, based on the model in use to increase the numbers of women in politics.
<i>Implementing Bodies (indicative)</i>	<i>Political Parties, Department of Housing, Local Government and Heritage, Local Authorities</i>
<i>Target Completion Date (by end year)</i>	2025

Priority Actions to achieve Objective Four

Being Counted – Measuring the impacts of racism

We cannot hope to understand the prevalence and impact of racism in our society without access to ethnically disaggregated data across all policy domains. Both quantitative and qualitative data are essential to informing our understanding of and responses to racism in all its forms. Designing and implementing effective programmes to eliminate systemic racism relies on the availability of such data. The priority actions under this objective are aimed at addressing the significant shortcomings in our ethnic equality monitoring, data collection and use, enabling us to tackle racism from a position of knowledge and insight.

Ethnic Equality Data

Action 4.1	Determine data sources that can be used to monitor racial equality according to the outcome indicators set out in the Monitoring section of this plan.
<i>Implementing Bodies (indicative)</i>	<i>Department of Children, Equality, Disability, Integration and Youth, Central Statistics Office, Department of Public Expenditure, NDP Delivery and Reform, Data Protection Commission</i>
<i>Target Completion Date (by end year)</i>	2024

Action 4.2	Create legal safeguards for the collection of ethnicity data by recognising ethnic equality monitoring as a legitimate basis for gathering special category data.
<i>Implementing Bodies (indicative)</i>	<i>Department of Children, Equality, Disability, Integration and Youth, Central Statistics Office, Department of Public Expenditure, NDP Delivery and Reform, Data Protection Commission</i>
<i>Target Completion Date (by end year)</i>	2025

Action 4.3	Introduce a standardised ethnic classification (based on the Census) across all routine administrative systems, state agencies and surveys in line with human rights standards, to enable ethnic equality proofing and monitoring of state policies, budgets and programming. This to be supported by the development and use of standard ethnic equality data monitoring tools and guidelines, and to link in with the forthcoming Equality Data Strategy.
<i>Implementing Bodies (indicative)</i>	<i>Department of Children, Equality, Disability, Integration and Youth, Central Statistics Office, Department of Public Expenditure, NDP Delivery and Reform</i>
<i>Target Completion Date (by end year)</i>	2025

Action 4.4	Carry out a comparison of Census 2016 and Census 2022 to provide data to inform action on the intersectionalities of ethnicity and other protected characteristics.
<i>Implementing Body (indicative)</i>	<i>Central Statistics Office</i>
<i>Target Completion Date (by end year)</i>	2025

Priority Actions to achieve Objective Five

Being Together – A shared journey to racial equality

Racism affects all of us. It is a part of our past and our present. This objective is about working together so that it need not be a part of our shared future. To achieve this we need to accept that we all have a role to play in building a society free of racism. The priority actions under this objective seek to build a broad base of support for and engagement with the work we need to do to achieve racial equality in Ireland.

Combating Racism through Mainstream Policies, Programmes and Legislation

Action 5.1	Include objectives and actions to address racism, including systemic racism, in all relevant public policy programmes, publicly funded community and voluntary sector programmes, and private sector state commissioned and resourced services.
<i>Implementing Bodies (indicative)</i>	<i>All public authorities and relevant community and voluntary organisations, Department of Children, Equality, Disability, Integration and Youth, Department of Rural and Community Development</i>
<i>Target Completion Date (by end year)</i>	2024

Action 5.2	Carry out reviews of existing and proposed legislation that impacts on minority ethnic groups, in order to determine the extent to which it supports the achievement of the objectives of this plan, and where necessary propose changes.
<i>Implementing Bodies (indicative)</i>	<i>All government bodies</i>
<i>Target Completion Date (by end year)</i>	2027

Understanding and Preventing Racism

Action 5.3	Carry out a public education and awareness raising programme in support of the objectives of this plan.
<i>Implementing Bodies (indicative)</i>	<i>Department of Children, Equality, Disability, Integration and Youth</i>
<i>Target Completion Date (by end year)</i>	2023
Action 5.4	Introduce a workers and employers guide for combating racism and promoting racial equality in the workplace across all sectors, with an associated awareness campaign.
<i>Implementing Bodies (indicative)</i>	<i>Department of Enterprise, Trade and Employment, ICTU, Ibec, Employer and Professional Bodies</i>
<i>Target Completion Date (by end year)</i>	2025
Action 5.5	Introduce mandatory and continuing anti-racism education, including cultural competency and unconscious-bias training for all staff at all levels throughout the public sector, as part of the fulfilment of the Public Sector Equality and Human Rights Duty.
<i>Implementing Bodies (indicative)</i>	<i>Department of Public Expenditure, NDP Delivery and Reform, all public sector employers</i>
<i>Target Completion Date (by end year)</i>	2027
Action 5.6	National research funding programmes to include objectives on racial equality and racist extremism in research prioritisation.
<i>Implementing Bodies (indicative)</i>	<i>Department of Public Expenditure, NDP Delivery and Reform, Research, Innovation and Science, Irish Research Council, Science Foundation Ireland, Health Research Board, Department of Children, Equality, Disability, Integration and Youth</i>
<i>Target Completion Date (by end year)</i>	2024

Recommendations

This section of the plan presents further recommended actions to support the achievement of the plan's objectives. In many cases, these recommendations relate directly to the priority actions set out in the previous section, and contain information critical to the effective implementation of the priority actions. As before, this section is structured on the plan's five objectives.

Objective One

Being Safe and Being Heard - Supporting people who experience racism and protecting people from racist incidents and crimes

People experiencing racism need stronger protections from racist incidents and crimes, while victims need remedies that are both accessible and effective. Eliminating systemic racism in the justice system is essential to ensuring equal access to justice. This involves putting in place robust structures, practices and, where required, special measures to build and maintain trust between the justice system and groups experiencing racism. Greater diversity in all roles and professions in the legal system, with representation of minority ethnic groups, in all aspects and at all levels of the justice system will support this goal.

Recommendations

Enhancing legal protections and remedies for victims of racism

- Structures to enable dialogue and confidence building with groups subject to racial discrimination should be integrated into the work of An Garda Síochána; this should include work to develop national standards for dealing with hate crime and racist incidents.
- A monitoring and rapid response system or network should be developed at the local level to respond to acts of racism, hate crimes and incidents in the area, including bringing such incidents to the attention of the appropriate authorities. This should be a collaborative initiative of local authorities and community organisations.
- Right of access to legal representation in a Garda station should be provided for, including the right to have a suitable interpreter present, with the role of the interpreter to be covered specifically within the terms of legal professional privilege.
- The capacity of the Office of the Director of Public Prosecutions to take an active role in the prosecution of hate crime should be strengthened.
- The scope of the Equal Status Acts should be extended to cover the investigation and prosecution of crime.
- The Equal Status Acts should be amended to remove limits on compensation to victims of discrimination.

- The capacity of the Workplace Relations Commission labour inspectorate to identify and flag cases of labour exploitation, including human trafficking, should be strengthened.
- Independent external review processes of the complaints mechanisms for those experiencing racism within the justice system (including in prison) should be put in place, with members of minority ethnic communities as part of the review processes.

Objective Two

Being Equal – Addressing ethnic inequalities

The impacts of systemic racism can most clearly be seen in inequalities of outcome for minority ethnic groups across a range of socio-economic indicators. This plan seeks to address inequality of outcomes, including in employment, education, health and housing. Positive measures to tackle persistent socio-economic inequality among minority ethnic groups will play a part in this. The racism experienced by children and young people is also a focus of this section of the plan.

Recommendations

Employment

- Guidelines should be developed for employers and employees regarding the employment permits and visa schemes in place for migrant workers and their families.
- The reviews of existing legislation that impacts on minorities (Priority Action 5.2) should encompass a review of the employment permits system from an ethnic and racial equality perspective.
- An Equality, Diversity and Inclusion Officer role should be created in the National Apprenticeship Office with the aim of increasing the enrolment of minority ethnic groups in the Apprenticeship Programme.
- A programme of actions should be developed to measure and reduce the ethnicity pay gap, building on recent initiatives with respect to the gender pay gap.
- An independent review should be carried out of barriers to recruitment for minority ethnic groups in the public sector.

Education

- A new intercultural education strategy should be developed and implemented, with full involvement of all cultures in Ireland, building on and reinforcing the previous intercultural education strategy.
- The capacity of the Education and Training Boards to offer intensive English language provision to migrants should be strengthened, including with respect to the provision of professional and technical ESOL (English for Speakers of Other Languages) programmes and bridging programmes to support migrant workers seeking to access specialist and skilled employment.
- Steps should be taken to ensure that employment across the education sector reflects the ethnic diversity of Ireland, including through the use of recruitment and promotion practices aimed at increasing ethnic diversity.
- Partnerships should be established between educators and front-line community organisations to reach out to young people from racialised backgrounds.

- In light of ethnic differentials in education, the availability of language and literacy supports and of education financial supports should be reviewed in order to address differentials in minority participation and outcomes in education.
- Schools should be supported, including through staff training at all career stages, to develop effective policies and procedures for mitigating racism in the school environment, in consultation with expert bodies and affected groups.
- Research should be conducted to assess and recommend mitigation of any inherent bias in curricula.

Children and Young People

- Mentoring, career progression and leadership programmes should be provided for young people from groups experiencing racism.
- Targeted initiatives should be developed to provide inclusive and diverse spaces of belonging for young people of both majority and minority ethnic backgrounds.
- Safe spaces and appropriate support should be provided to young victims of racist attacks.
- Resources for youth, including advocacy, 'know your rights' and skills development training should be provided for young people of both majority and minority ethnic backgrounds.

Housing and Accommodation

- Policies should be developed to mitigate the vulnerability of minority ethnic groups to being excluded from accommodation or to living in substandard or overcrowded accommodation, especially women and their dependent children.
- Stakeholders from minority ethnic groups, irrespective of residency status, should be enabled to participate in the accommodation dimensions of the National Planning and Development Framework.
- Policies should be developed to mitigate the vulnerability of minority ethnic groups to facing discrimination accessing the private rental market.
- Application of the Social Housing Assessment Regulations should be reviewed to assess their implications for minority ethnic groups, in particular regarding the requirement to be residing in the area or have a local connection with it.

Health

- The [Second National Intercultural Health Strategy](#) should be reviewed in light of the impact of the COVID-19 pandemic on minority ethnic groups.
- The urgent need for targeted mental health supports, suicide prevention, and bereavement supports for minority ethnic groups should be addressed.
- Action should be taken to develop, publish and implement specific policies to address ethnic health differentials, acknowledging the social determinants of health, and the inequalities affecting groups experiencing racism.

Equal Access to Services

- As part of broader efforts to address the digital divide, differential digital access by minority ethnic communities should be measured and mitigated.
- An independent review should be carried out of banking practices and regulations with respect to mortgages, and steps taken to address barriers faced by minority ethnic groups in accessing these services.
- Section 19 of the Intoxicating Liquor Act 2003 should be amended to give jurisdiction to the Workplace Relations Commission in relation to discrimination regarding use of licensed premises.

Objective Three

Being Seen and Taking Part - Enabling minority participation

A society that is purposefully against racism enables minority ethnic people to be fully visible and active participants in all aspects of life. Our professions, our leadership and decision-making roles, our media representation, our community actors – all these should reflect the diversity of our society. The following recommendations are intended to support fair and equitable representation and participation of minority ethnic groups in the community and voluntary sector, in local and national politics, and in the media. Recommendations are also made in relation to the prevention of and remedies for media harms.

Recommendations

Community and Media Participation and Representation

- The new Coimisiún na Meán should carry out research into media harms and should undertake educational and informational initiatives relating to media harms as part of its functions.
- Media literacy should be strengthened so that media audiences from all communities understand how media operate and can meaningfully engage with media works.
- An online educational portal should be developed to promote understanding of the nature and impact of the media representation of minority ethnic groups.
- Open and accessible channels of communication should be created and sustained, with the support of local authorities, between media outlets and representatives of groups experiencing racism.
- Companies should be required to calibrate algorithms in ways that capture slurs and expressions that apply to the Irish context.
- Steps should be taken to promote diversity and interculturalism, including linguistic diversity, in local services, for example the libraries.

Political Representation and Participation

- The role of the proposed Electoral Commission should be expanded to:
 - develop a more detailed regulatory framework for electoral advertising with the aim of ensuring that equality and non-discrimination standards in political discourse during election and referendum campaigns are upheld;
 - research barriers to minority ethnic electoral participation;
 - promote the Council of Europe Convention on political participation by minority ethnic groups and to promote voting by minority ethnic groups.
- A programme of voter education initiatives should be developed with the aim of increasing voter registration and voting rates among minority ethnic communities.

Objective Four

Being Counted – Measuring the impacts of racism

Ethnic equality monitoring requires taking a human rights based approach to the collection and use of ethnically disaggregated data. This data is necessary for meaningful monitoring of the Public Sector Equality and Human Rights Duty. Improved gathering and use of data, as well as specific research, will play a part in building a better understanding of the experiences and outcomes of minority ethnic groups in Ireland, as well as of the causes of and remedies for racism. Data gathering should capture the multiple dimensions of discrimination and relate them to outcomes. With the help of such data, public policy design can take account of the extent to which people from minority ethnic and migrant backgrounds experience differential outcomes from the majority population and put in place measures to address these differentials.

Recommendations

Ethnic Equality Data

- Legislative provision should be made to facilitate the collection of ethnically disaggregated data across the justice system, including with respect to the recording of racist incidents and racially motivated crimes; the composition of the prison population; policing activities short of arrest (including stop and search); and complaints made about any aspect of the justice system.
- Regular surveys should be carried out to determine minority ethnic communities' experience of and satisfaction levels with policing services.
- Updated data on the ethnic composition of the population, based on self-identification, should be collected and published.
- Equality monitoring data should be collected and published on how minority ethnic groups interact with public services and how their outcomes compare to those of the majority population and to those of minority ethnic groups in comparable jurisdictions.
- In developing the evidence base for public policymaking, care should be taken to ensure that survey data used has a sufficient sample size to ensure adequate representation of all minority groups. Where this is not possible, alternative methods of gathering evidence on the experience and outcomes of under-represented groups should be employed.

Objective Five

Being Together – A shared journey to racial equality

Combating racism in all its forms is a collective endeavour that will be most successful with broad participation and support. Embedding positive racial equality goals and actions in mainstream public policies and programmes is an important means of achieving the objectives of this plan. We also need to build our understanding of the nature, causes, prevalence and impact of racism, both throughout our history and today, so that we can work together effectively to eliminate it.

Recommendations

Combating Racism through Mainstream Policies, Programmes and Legislation

The impact on minority ethnic groups of *A Just Transition* and all climate action initiatives should be assessed and steps taken to ensure that the design and implementation of all such initiatives take into account the need to promote equality, inclusion and non-discrimination.

- Existing national strategies should be reviewed with the aim of equality proofing them and identifying and eliminating any exclusion that exists, including unintentional exclusion.
- The capacity of the Irish Human Rights and Equality Commission to monitor compliance with the Public Sector Human Rights and Equality Duty should be strengthened.
- The scope of the Public Sector Human Rights and Equality Duty should be clarified and steps taken to provide assurance that where public money is being spent, there is adherence to the Duty.
- National and local social policy programmes and structures such as the Social Inclusion and Community Activation Programme (SICAP) and Local Economic and Community Plans (LECPs) should explicitly name and address racism, including systemic racism, and should be developed with the participation of minority ethnic groups.

Understanding and Preventing Racism

- Sectoral guidelines should be developed for public servants to equip them to consider the intersectionality of racism with other forms of oppression, including poverty, and to ensure it is encompassed in equality impact assessments.
- Qualitative research should be carried out to enhance knowledge and understanding of the development of racist attitudes and behaviours and how they can best be prevented and addressed.

Implementation

The actions in this plan will be implemented by organisations across the public, private and voluntary sectors. As this is a state-led initiative, the plan places an emphasis on actions to be performed or enabled by public sector organisations, particularly central and local government.

In order to be effectively implemented, the plan will require dedicated financial and human resources. Organisations responsible for carrying out actions under the plan will make specific provision for these actions in their regular strategic, business and financial planning processes.

For each action, the plan names one or more bodies responsible for implementing that action and sets a timeframe for its implementation.

A NAPAR Co-ordination Committee will be convened to co-ordinate activity under the plan and gather the data necessary for monitoring the implementation of the actions. The Department of Children, Equality, Disability, Integration and Youth will Chair the Committee, which will comprise representatives of government departments responsible for actions under the plan. Local authorities will also be represented.

Monitoring, Oversight and Review

Monitoring the implementation of the National Action Plan Against Racism

Monitoring Activity

As the implementation period for the plan commences, organisations with responsibility for implementing actions will provide a detailed timeline setting out what they intend to do and when in order to implement each action in the plan. These organisations will provide regular updates against these activity targets via the NAPAR Co-ordination Committee (see previous section).

The Department of Children, Equality, Disability, Integration and Youth, working in consultation with the Co-ordination Committee, will prepare a twice yearly implementation report capturing the implementation status of each action under the plan. Given the importance of ensuring that sufficient data is available to monitor progress under the plan, the first of these implementation reports will pay particular attention to the subject of ethnic equality data gathering and use. These reports will be made to the Minister for Children, Equality, Disability, Integration and Youth and to the Special Rapporteur on Racial Equality and Racism (see below).

Monitoring Progress

There are multiple dimensions on which progress towards eliminating racism might be measured. Some of the actions in this plan have the aim of enabling better measurement and understanding of racial discrimination and effective means of tackling it. Therefore, as the implementation of the plan progresses, new tools, methods and data for measuring progress towards its objectives will become available. However, as a starting point, the following indicators, which are largely drawn from the [Well-being Framework for Ireland](#) initiative, will be used to help measure progress towards the objectives of this plan. Where possible, existing data sources, including those cited on the [CSO Well-being Information Hub](#) will be used to assess progress against the indicators.

Indicators of progress towards the objectives of this plan:

- Income and Wealth
- Education
- Employment
- Housing
- Health
- Public Representation and Visibility
- Safety and Security
- Experience and Perception of Racism
- Attitudes towards minority ethnic groups
- Cultural Expression and Participation

Further information on these indicators and data currently available for them is included at Annex 1. The majority of existing relevant data sources are not yet disaggregated by ethnicity and addressing this, as part of broader efforts to advance equality data gathering, has been included as a priority action under this plan.

Special Rapporteur on Racial Equality and Racism

An independent Special Rapporteur on Racial Equality and Racism will be appointed by the Minister for Children, Equality, Disability, Integration and Youth. The Special Rapporteur will monitor the implementation of this plan against the detailed activity targets that will be set, will receive data from the NAPAR Co-ordination Committee for this purpose, and may attend meetings of that Committee. The Rapporteur will also monitor progress towards the objectives of the plan, including by reference to the outcome indicators listed above. They may also consider matters pertaining to racial equality more broadly and will have the authority to request information and data from public bodies to support them in carrying out their role. The Special Rapporteur will make an annual report to the Minister for Children, Equality, Disability, Integration and Youth. This Report shall be made available to the Oireachtas Committee on Children, Equality, Disability, Integration and Youth, who may invite the Rapporteur to discuss the Report.

Advisory Committee on Racial Equality and Racism

An Advisory Committee on Racial Equality and Racism will be appointed by the Minister for Children, Equality, Disability, Integration and Youth. The Special Rapporteur on Racial Equality and Racism will Chair this Committee. The Committee will comprise not more than eight individuals who have knowledge and expertise in matters related to racial equality and racism. Its membership will include individuals with lived experience of racism and representative organisations. The Special Rapporteur will consult with the Advisory Committee in the preparation of their annual report.

Review

On receipt of each annual report of the Special Rapporteur on Racial Equality and Racism, the Minister for Children, Equality, Disability, Integration and Youth will consider, in light of the findings of the Special Rapporteur, and in consultation with the NAPAR Co-ordination Committee, whether amendments need to be made to the National Action Plan Against Racism.

Annex 1 – Indicators for measuring progress towards the objectives of the National Action Plan Against Racism

Progress towards the objectives of this plan will be measured through the use of both quantitative and qualitative data and research. Actions under Objective Four of the plan will improve the availability of data for measuring ethnic inequalities over the lifetime of the plan. All monitoring data should also be disaggregated by gender.

As a starting point, several possible data sources are listed below for each indicator. These are drawn from data sources included in the Wellbeing Information Hub⁵. Very few of these are currently disaggregated by ethnicity. Addressing this will be essential to measuring progress towards the objectives of the plan and has been included as a priority action.

Some of the data sources refer to non-routine, once-off surveys for which the data was not disaggregated by ethnicity. These are included for illustrative purposes.

Indicator	Data Source and Measure	Publication frequency	Disaggregated by ethnicity?
Income and Wealth	Survey of Income and Living Conditions (SILC), (Central Statistics Office): <ul style="list-style-type: none"> - Households making ends meet with great difficulty (%); - Median real household disposable income; 	Annual	No
	Household Finance and Consumption Survey (HFCS), (Central Statistics Office): <ul style="list-style-type: none"> - Median household net wealth 	Ad hoc, most recently 2020	No

⁵ <https://www.cso.ie/en/releasesandpublications/ep/p-wbhub/well-beinginformationhub/>

Indicator	Data Source and Measure	Publication frequency	Disaggregated by ethnicity?
Education	Labour Force Survey (LFS), (Central Statistics Office): - Lifelong learning rate	Quarterly	No
	Programme for International Student Assessment (PISA), (Organisation for Economic Cooperation and Development): - Performance in reading/ maths of 15-year olds	Annual	Yes
	The Research and Development Budget 2020-2021, (Central Statistics Office and Department of Further and Higher Education, Research, Innovation and Science): - Headcount of Research and Development personnel in Business Sector, Higher Education Sector and Public Service	Annual	No
Employment	Labour Force Survey (LFS), (Central Statistics Office): - Employment rate (20-64 years) (%) - Labour market underutilisation rate (share of underemployed, unemployed or potential additional labour force) (%)	Quarterly	No
	Earnings Analysis Using Administrative Data Sources, (Central Statistics Office): - Mean weekly earnings	Ad hoc, most recently 2020	No - Nationality

Indicator	Data Source and Measure	Publication frequency	Disaggregated by ethnicity?
Housing	Survey of Income and Living Conditions (SILC), (Central Statistics Office): <ul style="list-style-type: none"> - Population spending 40% of disposable income on housing; 	Annual	No
	New Dwelling Completions, (Central Statistics Office);	Quarterly	No
	Domestic Building Energy Ratings Survey, (Central Statistics Office): <ul style="list-style-type: none"> - A and B ratings (BER); 	Quarterly	No
	Measuring Distance to Everyday Services in Ireland, (Central Statistics Office): <ul style="list-style-type: none"> - Average distance to everyday services 	Once off, 2019	No
Health	Healthy Life Years statistics, (Eurostat)	Annual	No
	Irish Health Survey, (Central Statistics Office): <ul style="list-style-type: none"> - People with mild, moderate, moderately severe or severe levels of depression in previous 2 weeks - Unmet need for medical examination due to financial, geographic or waiting time reasons 	Every 3 years	No

Indicator	Data Source and Measure	Publication frequency	Disaggregated by ethnicity?
Public Representation and Visibility	<p>Eurobarometer report, (European Commission):</p> <ul style="list-style-type: none"> - Population satisfied with the way democracy works in Ireland 	Annual	No
Safety and Security	<p>Crime and Victimization survey, (Central Statistics Office):</p> <ul style="list-style-type: none"> - Number of homicide victims - Perception of crime among Irish and non-Irish nationals - Population who worry they could be a victim of a crime causing physical injury often or all the time 	Ad hoc, most recent 2020	Yes
Experience and Perception of Racism	<p>Survey of Income and Living Conditions (SILC), (Central Statistics Office):</p> <ul style="list-style-type: none"> - Perceived social inclusion 	Annual	No
Attitudes towards minority ethnic groups	<p>Attitudes to Diversity in Ireland report, conducted for Irish Human Rights and Equality Commission by the Economic and Social Research Institute</p>	Once off, 2018	No

Indicator	Data Source and Measure	Publication frequency	Disaggregated by ethnicity?
Cultural Expression and Participation	Survey of Income and Living Conditions (SILC), (Central Statistics Office): <ul style="list-style-type: none"> - Population who feel lonely at least some of the time - Population rating their overall life satisfaction as high - Population who did not feel depressed or downhearted in the last 4 weeks 	Annual	No
	Irish Health Survey, (Central Statistics Office): <ul style="list-style-type: none"> - Population with more than two people they are close enough to that they could count on, if they had a serious problem 	Every 3 years	No
	Health Behaviour in School Aged Children (HBSC), (World Health Organisation and HBSC Ireland): <ul style="list-style-type: none"> - Children aged 10-17 who report being happy with their lives at present 	Every 4 years	No

Annex 2 - How this plan was developed

Anti-Racism Committee

The Anti-Racism Committee was appointed by the Government in 2020 with the following Terms of Reference:

Terms of Reference of Anti-Racism Committee

- To review the current evidence and outcomes, including identifying data gaps, in relation to racial discrimination in Ireland;
- To examine and benchmark against international best practice in combating racism;
- To hold stakeholder dialogue and consultation to identify the views of wider civil society; members of the public; members of the Oireachtas; the business sector; media and other relevant parties; relating to the development of a society where institutional and individual racism are not tolerated;
- To develop a blueprint for a draft national strategy against racism;
- To produce an interim report to Government not more than three months after its first meeting identifying priority issues and a programme of work for the Committee;
- Having regard to the review of evidence, including state responses to UN and European commitments; international practice; the outcome of stakeholder dialogues; and taking account of the Durban Declaration and Programme of Action; to provide a draft anti-racism strategy, containing a clear action plan, at the end of one year that:
 - identifies priority issues to be addressed;
 - makes recommendations on strengthening the Government's approach to combating racism, building on the actions currently included in the Migrant Integration Strategy and the National Traveller and Roma Inclusion Strategy;
 - generates ideas and make recommendations for reducing racist abuse in the public space including online.

The members of the Anti-Racism Committee are:

Caroline Fennell (Chair), Meadhbh Costello, Anastasia Crickley, Michelle Cullen, Tom Enright, Sindy Joyce, Úna-Minh Kavanagh, Shamsun Nahar Khan, Patricia King, Nana Nubi, Ciarán Ó Catháin, Shane O'Curry, Bashir Otukoya, Linus (Boidu) Sayeh, Eugenia Siapera, Kathleen Sherlock (replaced by Bernard Joyce, May 2022), Owen Ward.

The Department of Children, Equality, Disability, Integration and Youth provided a secretariat to the Committee.

The process for developing the National Action Plan Against Racism involved three stages:

1. Scoping, Interim Report, pre-Consultation

The Committee carried out planning, reviewed evidence and held initial consultations with stakeholders including the Irish Human Rights and Equality Commission, leading minority ethnic representative organisations, and academic experts. The Committee submitted its Interim Report to the Minister for Children, Equality, Disability, Integration and Youth on 30 November 2020, and this was subsequently noted by the Government and published.

2. Public Consultation

The Committee held a public and stakeholder consultation from April to July 2021. This included inviting written submissions, conducting an open online survey, and holding a series of online thematic consultation sessions with stakeholders and human rights organisations, in order better to understand the nature and different forms of racism that are present in Ireland today. Over 250 people attended the online events, and over 100 written submissions were received. Having reviewed the material from the public consultation, the Committee held a series of bilateral meetings with government departments, public authorities and other organisations. A full list of organisations who participated in these multilateral and bilateral consultations is provided below.

3. Drafting and agreeing the Plan

The third and final phase of the Committee's work was to prepare the content of the National Action Plan Against Racism. Informed by its extensive consultations, and working through a series of thematic sub-groups, the Committee agreed a vision, a set of objectives, priority actions and recommendations, and arrangements for monitoring and review. Throughout this process, consultation continued with key authorities to help build support for a whole-of-Government approach to implementing the plan.

Meetings of the Anti-Racism Committee

Since its appointment in June 2020, the Anti-Racism Committee has met 27 times in plenary session, and held more than 100 other meetings, including multilateral and bilateral consultation sessions, and thematic sub-group meetings. A list of the Committee's plenary and consultation meetings is below.

Anti-Racism Committee Plenary Meetings

Date	Details of briefing/consultation ⁶
18-Jun-2020	Ministers Flanagan and Stanton attended.
28-Aug-2020	
16-Sep-2020	
08-Oct-2020	
5-Nov-2020	Briefing on the Online Safety and Media Regulation Bill (2019) from the Department of Tourism, Culture, Arts, Gaeltacht, Sport and Media
19-Nov-2020	Minister O’Gorman attended. Briefing on proposed new Legislation for Hate Speech and Hate Crime in Ireland from the Department of Justice.
26-Nov-2020	Interim Report agreed.
10-Dec-2020	
14-Jan-2021	Minister O’ Gorman attended. Presentation by the Economic and Social Research Institute of findings of new research - Covid-19 and Non-Irish Nationals in Ireland Briefing on the National Traveller and Roma Inclusion Strategy by the Department of Children, Equality, Disability, Integration and Youth
28-Jan-2021	Briefing on the Migrant Integration Strategy from the Department of Children, Equality, Disability, Integration and Youth The Norwegian Ministry of Culture presented the Norwegian Action Plan against Racism and Discrimination
11-Feb-2021	Briefing from the European Commission Directorate-General for Justice and Consumers on the EU Anti-Racism Action Plan Briefing from the European Network Against Racism
25-Feb-2021	Presentation on the legal framework for ethnic equality monitoring from the School of Law, Trinity College Dublin Presentation from the Research and Data Unit of the European Union Agency for Fundamental Rights Briefing on equality budgeting from the Department of Public Expenditure and Reform

⁶ Where blank, this indicates internal Committee business only.

11-Mar-2021	Briefing on the Census and the Labour Force Survey from the Central Statistics Office Briefing on Ethnic Equality Monitoring: European and National Policy and Practice from Pavee Point Traveller and Roma Centre
15-Apr-2021	
27-May-2021	
01-Jul-2021	Preliminary presentation of consultation event outcomes by Seán Ó Riordáin, Consultation Facilitator
15-Jul-2021	Presentation on Potential Implications of AI for Racial Inequalities, by Dr Bethany Waterhouse-Bradly, Ulster University. Engagement with the Northern Ireland Human Rights Commission Presentation on the use of indicators to measure actions by the Economic and Social Research Institute
16-Sep-2021	Presentation of the written consultation submissions by Catherine Lynch, consultation analyst Engagement with the Irish Human Rights and Equality Commission Engagement with the Equality Commission for Northern Ireland
30-Sep-2021	Presentation of consultation event outcomes by Seán Ó Riordáin, Consultation Facilitator
11-Nov-2021	Presentation by Catherine Lynch, consultation analyst, of further analysis of the written submissions to the consultation.
25-Nov-2021	Presentation of research on Measures to Combat Discrimination in Employment by the Economic and Social Research Institute Presentation of draft content arising from consultation submissions by Catherine Lynch, consultation analyst.
09-Dec-2021	
27-Jan-2022	
28-Apr-2022	
26-May-2022	
09-Jun-2022	
20-Jul-2022	Formal closure of the Anti-Racism Committee

In addition to the above plenary meetings, the Committee held a series of bilateral and multilateral engagements with stakeholders.

Anti-Racism Committee Bilateral Consultation Meetings with Duty-Bearing Organisations

Date	Organisation
15-Nov-2021	Policing Authority
16-Nov-2021	Public Appointments Service
16-Nov-2021	Department of Education
17-Nov-2021	An Garda Síochána
22-Nov-2021	The Judicial Council
22-Nov-2021	Central Statistics Office
23-Nov-2021	Department of Rural and Community Development
24-Nov-2021	The Courts Service
24-Nov-2021	County and City Management Association
25-Nov-2021	Department of Justice
26-Nov-2021	Tusla
26-Nov-2021	Department of Further and Higher Education, Research, Innovation and Science
30-Nov-2021	The Broadcasting Authority of Ireland
02-Dec-2021	Garda Síochána Ombudsman Commission
02-Dec-2021	The Garda Inspectorate
02-Dec-2021	The Irish Prison Service
03-Dec-2021	The Law Society of Ireland
07-Dec-2021	The Department of Tourism, Culture, Arts, Gaeltacht, Sport and Media
07-Dec-2021	Google
13-Jan-2022	Ibec
25-Jan-2022	Meta
02-Feb-2022	Department of Social Protection

Anti-Racism Committee Thematic Stakeholder Consultation Events

Date	Theme of Consultation Event
20-May-2021	Access to Justice
25-May-2021	Media and Communications, including New Technologies
01-June-2021	Employment
01-June-2021	Racism and Intersectionality Relating to Socio-Economic Status
03-June-2021	Social Rights: Accommodation, Health and Education
08-June-2021	Inclusion and Participation
15-June-2021	Community Sector
24-June-2021	Access to Justice (supplementary)
24-June-2021	Arts and Cultural Inclusion
25-June-2021	Intersectionality – Gender and Young People

List of Organisations that made written submissions to the consultation⁷

Africa Centre Ireland	Immigrant Council of Ireland
AkiDwA	Independent Law Centres
All Ireland Endorsement body for Community Work Education and Training	Irish Association of Social Workers
Association of Mixed Race Irish	Irish Congress of Trade Unions
ASTI	Irish Council for Civil Liberties
Atheist Ireland	Irish Development Education Association
Black and Irish	Irish Film Institute
Bray For Love	Irish Human Rights and Equality Commission (IHREC)
BRIDGE, Galway City Partnership	Irish Network Against Racism
Cairde	Irish Penal Reform Trust
CaliberAI	Irish Traveller Movement
Canal Communities against Racism	Kildare County Council Community Work team
Citizens Information Board	Kilkenny Public Participation Network
Clare Public Participation Network	Labour Party
Co. Wicklow Public Participation Network	Law Society Human Rights and Equality Committee
Community Work Ireland	Longford Community Resources CLG
COPE Galway	Migrant Rights Council of Ireland (MRCI)
Cork Children and Young People's Services Committee (CYPSC)	Movement, Herstory

⁷ A number of individuals also made written submissions.

Cork Migrant Centre Youth Initiative Against Racism	Nasc
Cork Traveller Women's Network and Traveller Visibility Group	National Traveller MABS
Crosscare	National Traveller Women's Forum
Cultúr Migrants Centre	National Women's Council of Ireland
Department of Applied Social Studies, Maynooth University	National Youth Council of Ireland (NYCI)
Department of Foreign Affairs	Ombudsman for Children's Office (OCO)
Department of Public Health East, Health Service Executive	Open Doors Initiative
DICE (Development and Intercultural Education) Project	Pavee Point Traveller and Roma Centre
Donegal Intercultural Platform	Plé (Irish Association of Academics in Early Childhood Education and Care in Higher Education)
Doras	Psychological Society of Ireland's Science and Public Policy Committee
Early Childhood Ireland	Public Appointment Service
Early Childhood Research Centre, Dublin City University	Royal College of Physicians of Ireland
Economic and Social Research Institute (ESRI)	Sport Against Racism Ireland (SARI)
Equality and Diversity Early Childhood National Network (EDenN)	Sport Ireland
Equality, Diversity and Inclusion Unit, University College Cork	Tipperary Public Participation Network
European Centre for the Study of Hate	Traveller Equality and Justice Project, University College Cork
Facebook	TU Dublin Institutional Working Group for Interculturalism and Race Equity
Football Association of Ireland	UN International Decade for People of African Descent Steering Committee
Free Legal Advice Centres (FLAC)	University College Cork International Office
Galway City Community Network	Wexford Local Development
Galway Traveller Movement	World Wise Global Schools
Glencree Centre for Peace and Reconciliation	Yellow Flag Programme
Ibec	Youth Against Racism Ireland (YARI)
IMMERSE (Integration Mapping of Refugee and Migrant Children in Schools and other Experiential Environments in Europe), University College Cork	

Annex 3 - References

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